

## My time is my own: a project for analysis and research on the social situation, demography and the family

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## **MY TIME IS MY OWN**

A project for analysis and research on the social situation, demography and the family,

Funded by the European Commission

FINAL RESEARCH REPORT

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**in collaboration with**

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## **PART 1 A QUICK LOOK AT EUROPE**

### **Chap. 1 The city: networks of space, social time, and personal time**

1. Today we live in an age of globalization in which behavioural models, once not so easily assimilated, penetrate quickly into the habits of individuals, creating, in addition to new demands, new fashions and new forms of consumption.

This involves and conditions space, social time, and personal time, together with the processes of social homologation and differentiation.

Today there is a marked interest in personal wellbeing, the satisfaction of which forms the basis for the new social differentiation, founded on differences in available resources, ranging from the economic level, to that of education, familial support/help, etc., and finally that of integration, which is a problem above all for foreign immigrants. In this respect, Saskia Sassen says that the introduction of the city into the analysis of these phenomena permits us to re-conceptualise economic globalization as a complex of concrete economic processes located in specific spaces, allowing the observation of contextualization and localization: the city as "raw material for organization", including disadvantaged sectors of the urban population, often immigrants and/or women.<sup>1</sup>

More in general, this includes the new poverty of the middle-lower social classes, that in other historical periods were more protected: the elderly living alone and not capable of looking after themselves, men and women working variable hours with children or other dependents and facing problems of "sorting out" the people they care for, the flow of immigrants with problems of adaptation. These represent a real problem in a profoundly modified society, with people having to deal with a system of services that, when public, often have inappropriate hours for individual and familial needs, and when private typically cost far too much.

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<sup>1</sup> S.Sassen, *Globalizzati e scontenti*, Milan, il Saggiatore, 2002.

Thus the concrete organization of the city for the access and operation of the various service subsystems becomes a fundamental aspect of opportunity for the plurality and variety of subjects living there.

2. In this way, while on one hand the objectives of time studies and policies have become progressively clearer, necessarily expanding in scale (that is time/space in the entire individual/social life), on the other hand the overall complexity has increased enormously. Cities are in fact no longer limited to those traditional built-up areas inhabited by specific categories of people, but instead are composed of "places and non places"<sup>2</sup>, of flows of population that inhabit and use them<sup>3</sup>, of varying age, generation, language, race, religion: in brief, urban subcultures with their own symbolic and material means, and diverse linguistic codes.

Increasingly then, the space and time of urban life diversify if they have to accommodate the differences of individuals or specific groups that want a voice and recognition. At the same time whoever has the task of governing must necessarily "order" and innovate the system, inventing strategies as close as possible to the needs of individuals, if the policies are to have the effect of inclusion and enhancement of rights and opportunities for citizenship. Obviously this action cannot be limited to the defined spaces of the city but also has to take into account all the material and immaterial territorial implications of the new way of life.

As can be seen, in this difficult context of government, on a schematic level it is possible to respond with one of two possible strategies:









- 1) Rigid: closing in on the traditional rigid hours, generally standardized, leaving individuals to adapt within their possibilities and resources;
- 2) Flexible: opening up to innovation, modifying city service times and spaces in relation to the continuous social renewal, with the supply more closely targeted on population groups with or supporting special needs (children, the elderly,

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<sup>2</sup> M. Augé, *Nonluoghi*, Milan, Il Saggiatore, 1993.

parents, etc.). Also accepting and promoting *feed-back* from citizens to the various bodies and decision makers that organize and administrate the city.

Between these extremes there are obviously a range of intermediate positions, with the accent shifted towards the first or the second of these government strategies.

| RIGID MODEL  | FLEXIBLE (and interactive) MODEL  |
|--|---|
| <div>Administration</div> <div>  </div> <div>City services</div> <div>  </div> <div>Citizens</div> | <div>Administration</div> <div>    </div> <div>Territorial services</div> <div>    </div> <div>Citizens</div> |

Adopting the first or second model, or varying within the range of possibilities between the two, obviously means adopting different views (cultural and political) of the organization of the city: on one extreme, the uniform and planned, and on the other, changing perspectives, the generation of a creative culture that can respond to the new needs that arise, that brings together the day and the night, the traditional and the eccentric, primary needs and others. In this case it is necessary to have a metropolitan culture that knows how to deal with the kaleidoscopic faces that the inhabitants of the modern city present, starting from those who seem most different and "new" (women, youth, immigrants, but also the new conditions of the elderly), above all wanting and knowing how to listen. It also means adopting government policies that orientate through modification, rather than maintain by conserving (something that can lead to conflicts with specific categories, social dissent, etc.).

<sup>3</sup> G. Martinotti, *Metropoli*, Bologna, Il Mulino, 1993.



It is therefore probable that a response to the needs and requests of the most traditional categories and the most innovative, the most consolidated and the most recent, as already seen, requires time policies as flexible as possible, always open to modification and updating: an innovative *mix of instruments and styles of city government*, capable of finding direction by perceiving needs and providing varied, articulated answers, utilizing both subjective resources and the resources of the territory in which you operate.

3. In the context outlined, demographic changes take on particular importance (the ever greater number of nuclear and single parent families, etc.) as well as the ever wider participation of women in the labour market. Indeed, even though the levels of female employment are still very low, in particular in the Mediterranean basin, over the last five years the level of female activity has nevertheless increased, even during the central period of life dedicated to reproduction. The cause and at the same time the effect of this phenomenon is the mutation of lifestyles and the widespread desire to have control over individual choices and schedules. This is often in conflict with other commitments and child care, requiring special "conciliatory" measures in the provision and times of services and in childcare services, just as European Commission Guidelines for member states for years have solicited for measures to increase employment, and female employment especially, in the National Action Plans (NAPs)<sup>4</sup>.

On the other hand, although young males are increasingly present in the sharing of responsibility for care, there is a persistent difference between the possibilities and the modalities with which men and women "reconcile" professional working time with that of family life and personal time. Consider the profound gap between the number of hours dedicated to domestic-family chores. It was also for this reason that, in the first countries in which special time policies were adopted in cities (for example, in Italy), these arose out of pressure from the women's

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<sup>4</sup> Commission Staff Working Paper, *Assessment of the Implementation of the 2001 Employment Guidelines, Supporting Document to the Joint Employment Report 2001* [COM (2001)438 final]; the Guideline 18 "Reconciliation of work and family life" points out the implementation and promotion of family-friendly policies, including affordable and high quality care services for children and other dependants as well as parental and other leave schemes (p.107). For a transnational view, J.Y.Boulin, U.Mueckenberger, *"Times in the City and Quality of Life, "best"*, 1/1999, European Foundation for the Improvement of Living and Working Conditions, Dublin, 1999

movement on the political powers and on local administrations, to facilitate a greater "equilibrium" in the lives of women themselves and of all citizens.

For women tied to caring activities this might mean the recognition of the value of their work and time, but it also means opening up the issue so that it is not only women who are relegated to these roles (space for paternity, accepting the need for personal time, of the need to recompose the various parts of the self that might/should also involve the male sex).

These solutions are not definitive nor structured, but represent the cutting of a path, models to be improved on, exported, spread, becoming a route towards the affirmation of the right for equilibrium in life.

## **Chap. 2 Time policies and opening schedules**

### **2.1 The goals of time policies<sup>5</sup>**

Time-policies have a transversal dimension, both in content and in the way they are implemented. In content, because they address different areas of society, and in implementation because all administrative levels have to be involved in their development.

Time policies are oriented to improve time use and organisation of citizens. Time use "management" becomes relevant due to important changes in society, from the incorporation of women in the labour market, new mobility patterns in urban regions, new ways of organizing work (for example, tele-work). When one aspect of time use changes, it affects other sectors of society, requiring a holistic approach to the issue.

At a local level, usually the so-called "time policies" have a social assistance dimension, and are implemented by a unique department. This is clearly limited when we consider the transversal implications of time-policies. What is necessary

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<sup>5</sup> Text and graphic by Laura Capel and Joan Pedregosa, brief of partnership international work.

are better interdepartmental relationships when implementing policies. However, this fails in the face of the traditional form of operation of public sector departments, all of which work independently from each other. The creation of "Time-Offices" can be a useful tool to give the necessary impulse for "time-implementation" in all municipal departments (social services, culture, planning, etc.).

A comprehensive framework for time-use policies can be established, embracing the general and the more specific elements of this class of policies. Every time-use policy must take into account two important goals:

1. Time-use profoundly affects the quality of life of citizens. The misuse of time, due to various causes, clearly affects the daily lives of people, and providing means, through "time policies", to solve this will contribute to better living conditions.
2. Time-use is a right and everyone should be able to choose how they want to manage and organise their time. The perception of time as a right can also be useful when trying to involve all protagonists in the implementation of policies, as it can help change the perception of its importance.

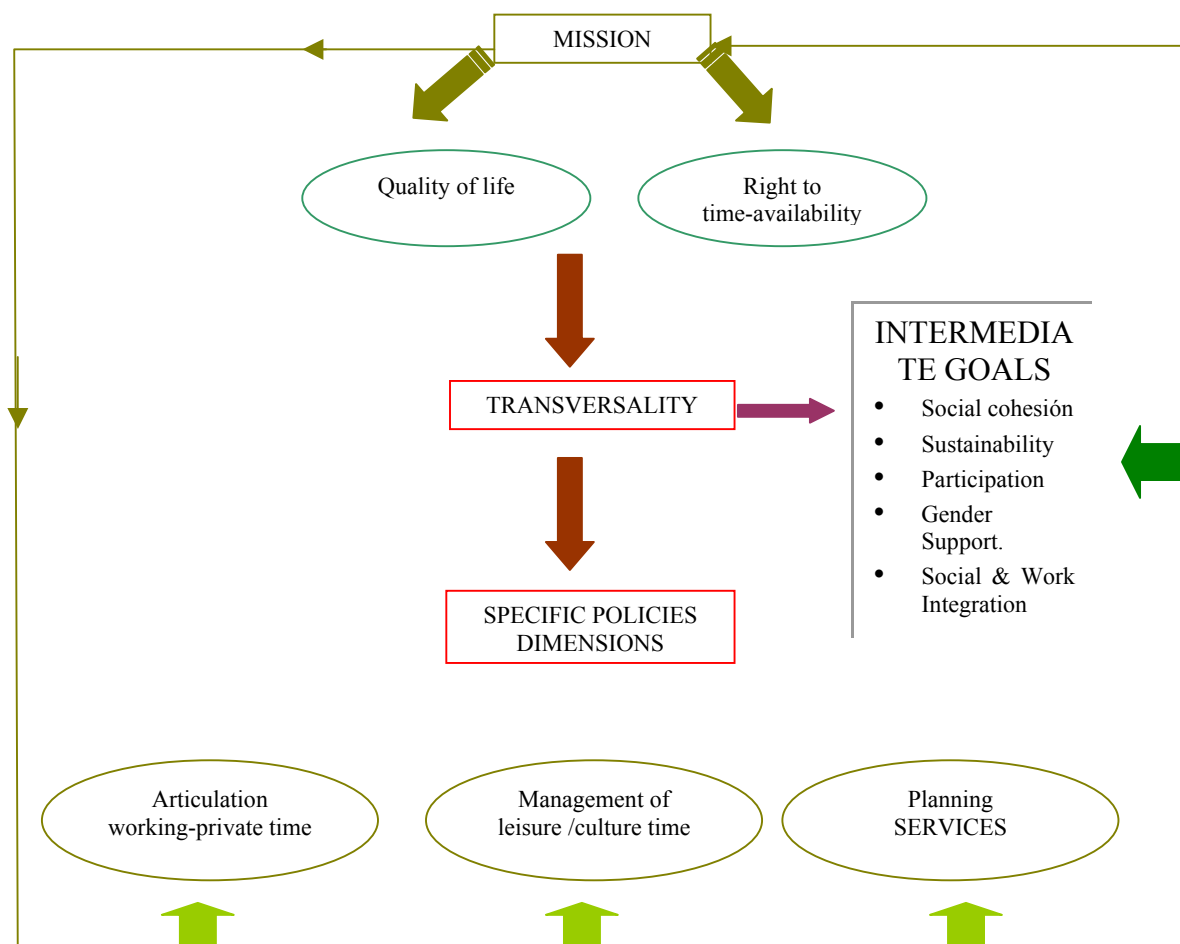
At an intermediate level, when applying a time-policy, the transversality of the same must be considered. The general goals to be achieved come from different dimensions of society that are interrelated to each other.

The specific policies that can be developed in the area of time-use fall into three possible categories: articulation of working-private time, leisure/culture time, and planning services. Though considered separately, these are still related through the general goals and mission.

Articulation of work and private time deals with the issue of combining personal and professional life and how this has a bearing on time use in the public realm.

The category of leisure implies considering in which ways public policies favour the "quality" use of people's free time.

Finally, when planning services the broader implications and social policy dimensions it includes should be taken into account.



## 2.2 Time policies and opening schedules. An evaluation model

Over the last ten years, primarily in Italy but also in other countries, there has been experience of public policies involving other public administrations and private bodies, aiming at developing and promoting innovative practices in the offer and organization of services, including services for the care of children and the elderly, commercial, transport, and administrative services and offices.

In some cases, those experiences have generated **City Time Plans** that are concerned with urban time policies, creating examples of good practice for improving the quality of life for individuals and families, increasing participation in

forms of "active citizenship" like volunteer work and involvement in neighbourhood and city government, and strengthening interaction with other subjects on common issues in daily neighbourhood life (transportation and traffic, security, designation of public spaces as squares and parks).

### Enhancing the state of the art: why we need quality indicators

However, it is now very important to work on the next step: demonstrating that coherent urban time policies increase social cohesion, particularly in a bottom-up approach, because they allow people to have time for social participation.

In order to pursue such objectives, first, it is necessary to define a set of quality indicators.

- This set of quality indicators is intended to be the basis for analysing, controlling and planning social policies and time policies in a measurable context. The set of quality indicators, as standard guidelines, can assist local, regional and state administrations to evaluate the interaction between Best Practice in urban time policies and improvement in social cohesion.
- In order to achieve this goal, the set of indicators will be modular, to be applied in different countries, and at different levels of complexity.
- Additionally, the set of quality indicators could develop possible integration between urban time policies and town planning Master Plans.

The need for quality indicators relating to the connection between "urban times" and social cohesion is strengthened when we consider certain relevant legislative bodies. First, the European Union directives relative to the NAP (National Action Plan) on employability and employment require that the member countries implement, along with other measures, adequate policies regarding the schedules and hours of municipal services in order to effectively combat unemployment (in particular female unemployment), thereby reducing the possible risks of social problems and marginalization, both on the individual and community level.

Concerning national legislation that specifically deals with the relationship between legislation and social practices and plans aiming at coordinating urban times in order to improve the quality of life, at least two cases deserve a mention.

The first case is **Italy**, which in 2000 passed law n°53/2000. This law, having as its foundation the support for "life times", assigned to the municipalities the task of putting together area-wide time plans (Art. 24 and 25). All institutional, economic, public, private, and non-profit bodies were called upon to develop a program of social times together. In addition, several Regional Governments passed local laws that also supported the financing of Local Agencies' projects and policies for coordinating urban times.

The second case is **France**, which passed a law on 19 January 2000 reducing weekly work hours. Art. 1, line 7 supports the principle of harmonizing the hours of urban services, achieved by bringing together the various social partners and the public in order to promote social practices concerning the use of time on the community level.

### **Monitoring "Best Practice"**

The "My Time is My Own" project set as its first task the monitoring and collecting of examples of time policies in partner countries. In order to trace out a varied picture, it was decided, using a specially prepared breakdown, to collect a range of experience (5 per country) that considered a) urban time policies, b) company initiatives, c) time banks, d) budget participation.

In this sense the monitoring and research were oriented to achieve a variety of types of intervention, rather than a selection of similar and comparable cases.

### **Procedure**

First of all, after establishing a communications network between the partner countries – Italy , France, Germany and Spain – LeNove prepared a table with various entries (see attachment 1), which was sent to the partner countries in order to gather models of "Good Practice" regarding time-related issues.

Examples of "Good Practice" were then identified and compiled (5 per country) and in each case, interviews describing the initiatives were conducted with privileged observers.

The examples identified were:

1. **Italy** - Municipalities of Florence, Bolzano, Grottammare, Modena and San Felice / ECIPAR Ltd. in Rimini;
2. **France** - Municipalities of Paris, Saint-Denis and Rennes / Monoprix department store / Time Bank;
3. **Germany** - Municipalities of Bremen, Hamburg and Hanau / Ver.di Union (public services) of Berlin;
4. **Spain** - Municipalities of Granada and Saragossa / "Salud y Familia" Association of Barcellona / Nestlé in Barcellona.

The cases are quite varied: some (Florence, Bolzano, Grottammare, Paris, Saint-Denis, Bremen) are structured, ongoing time-organisation projects supported by special offices; some are initiatives pertaining only to the service sector; some are linked to equal opportunity programs. Another difference is the type of institution involved, either public, like the municipal governments, or private, with various businesses and associations (see attachment 2).

Once the field work phase had been completed, LeNove collected all the data and created tables, based on the documentation, which would allow for the comparison of the "Good Practice" of the partner countries (see chap. 4)

### **Chap. 3 The set of quality indicators**

This chapter considers time policies as a central element in strategic public intervention in relation to equitable government. In the first paragraph the reasons for this theoretical stance are analyzed together with the need for indicators for evaluating quality, followed by the list of indicators that were defined.

### 3.1 "Precise knowledge is required for equable government"<sup>6</sup>

The fiscal crisis of welfare models and the social intervention policies promoted in these models has stimulated a search for different modes of intervention in the difficult sector of social policies.

Political figures particularly felt the need to present the public with proposals for the solution of complex social issues that did not waste resources and that were at the same time more closely targeted on the effective results of the intervention. The challenge currently faced by operators is having to respond to the needs of the public through the use of collective intervention, with the economic resources currently available and without reducing the qualitative level of intervention.

Furthermore, modern systems of government that involve citizens in the collective management of the choice and direction of policies adopted, has laid more emphasis on the search for intervention that pursues effective and efficient results through the use of resources that are effectively available (both in economic terms and possible legislative intervention).

Consequently a need was felt for a new sense of direction in social policies and a consolidation of management skills in the processes put into act, which becomes essential in a logic of redistributive welfare which really does take the inalienable civil and social rights of citizenship as the fulcrum of socio-political action.

Also decisive were the influences from the United States, with the spreading of the philosophy of New Public Management which has introduced the idea of government based on results, of knowing what is happening in order to be able to correct it in good time, and being able to compare different returns from various programs<sup>7</sup>. An essential condition for an effective management of social policies, to which the community is now inclined, is linked to the possibility of having suitable and adequate instruments available for the purpose, a bank of shared, comparable information, that permits the verification of the impact of policies

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<sup>6</sup> J. J. Duyvendak, *Il libro del Signore di Shang*, Milano, Adelphi, 1989. Paragraphs 1,2,3 were drafted in collaboration with Stefania Pizzonia, of LeNove.

<sup>7</sup> F. Butera, "Saggio introduttivo" in *W.W.W. cambiamento p.a.*, di E. Donati, A. Cubello, Milan, Franco Angeli 1999.



and keeping phenomena under examination, without renouncing the specific nature of the situations out of which the initiatives themselves arise. Also in the world of the social sciences we witness the affirmation of the scientific paradigm that has already established our era as one of "precision", abandoning the world of "approximation".<sup>8</sup> The possibility of producing and codifying elements of scientific objectivity is the basis for achieving the precision of knowledge that is essential for the application of decisional processes in management. The "information" resource, in its basic definition as the degree of novelty introduced in a given systematic context, as well as the methodologically rigorous processing and intelligent use of the information collected, are the key factors for overcoming these difficulties.

Initiation of structured and guided social policies with intervention oriented by criteria of effectiveness, efficiency, economy, and transparency has shifted the attention both of researchers and policy makers to the theme of evaluation and thus to the question of indicators.

The debate about evaluation that has emerged in the last decade, including the field of social policies, is a response to the need to verify any decisions and intervention taken, abandoning the logic of merely bureaucratic control for a more careful verification of results effectively achieved compared with the objectives initially set. However, the search for evaluation models that take into account the specific nature of the situations and the complexity of the different contexts, has not abandoned the search for analysis methods capable of supplying data collected in a form that permits comparison between different policies. The renewed interest in indicators is a response to this effort, due to their capacity to combine the quantitative data with the specific nature of the information.

### **3.2 Indicators**

Interest in indicators re-emerged in the wake of the philosophy of quality and in particular for the verification of quality in relation to foreseen standards of service,

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<sup>8</sup> A. Koyrè, *Dal mondo del pressappoco all'universo della precisione*, Torino, Einaudi, 1967.

under the impulse of a public calling for intervention for the improvement and real effectiveness of public social policies. In addition, the creation of a valid set of indicators is a decisive component in order to establish a correct evaluation policy. If evaluation is considered as more than a form of simple economic and bureaucratic accounting, then indicators can help us to understand and verify relevant aspects of the issues raised in an initiative. For every evaluation model, and within this for every stage of the same, different indicators can be created and developed, referring back to the theoretical reference framework within which each piece of indicator-data is elaborated.

The most widespread and accepted definition of an indicator, which best delineates the use of this instrument in the field of social policy, defines them as "a specific concept which when transformed into a numeric value by means of a corresponding operative definition, helps us to analyse the variation through time and space of a phenomena under study of wider and more complex articulation"<sup>9</sup>.

From this definition we can deduce that an indicator is no more than a quantitative datum on any aspect of reality that is useful for clarifying a situation which the territory or public under study experiences with respect to a phenomena, considered at different moments in time.

The substantial difference should also be noted from statistical data, which is nevertheless the starting point for the definition of indicators. With indicators statistical data is subject to processing through a sequence of stages of analysis and study, establishing a closer relationship with the variables and systems of meaning to which they refer<sup>10</sup>.

In addition, indicators are not data in the absolute sense but instead a particular way of interpreting the data from reality, according to the point of view that guided the entire process of their definition.

It therefore seems clear what the first delicate point in relation to their methodological construction, is the reliability and validity of each indicator in relation to the variable being assessed in the context of analysis and research under consideration.

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<sup>9</sup> G. Nuvolati, F. Zajczyk, "Indicatore", in *Pagine aperte, idem*

In summary, in the construction of indicators that are reliable as regards their capacity to read a phenomena, the stages that must be completed are:

- **Analysis of social demand and the objectives that are to be pursued and the definition of the general phenomena that is to be analysed;**
- **The definition of the people and situations that presenting determined characteristics or properties, defined during the stages of analysis, constitute the measuring units;**
- **The specific time span to which the readings refer, in addition to the definition of the geographic area or units of analysis for which the phenomena is to be verified;**
- **Activity through which the objective is pursued.**

Within the process for the establishment of indicators, because of the strict link that they must maintain with the theoretical system to which they refer, they act as cognitive instruments in that they:

- **Permit a better and clearer definition of objectives.**
- **Help to align the system of resources with the identification of objectives.**

Whatever the data on which an indicator is based, or for whatever form of evaluation it refers, in order to be assessed as methodologically acceptable, the indicators must satisfy the requirements of:

- **Validity: demonstrate that the most suitable system for measuring is used to express a given aspect of the phenomenon;**
- **Reliability: correspondence of the data with reality;**
- **Convergence: with the development of other indicators;**
- **Coherence: with the hypotheses at the time of departure;**
- **Comparability: in time and space with other indicators;**
- **Discriminating capacity: capacity to break up the phenomenon or one of its features<sup>11</sup>.**

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<sup>10</sup> L. Cannavò, *Teoria e pratica degli indicatori nella ricerca sociale*, Milano, Edizioni Led, 1999.

<sup>11</sup> G. Bertin, La valutazione come strategia di gestione dei servizi sociali e sanitari, in "Rassegna Italiana di valutazione", n.3, luglio-settembre 1996

Apart from the possible modes for grouping and categorizing indicators, due account must be taken of a whole series of issues connected both with the methodological elaboration of the indicators and their actual use.

It should never be forgotten that even the most satisfying system of indicators represents only a single aspect of all the information necessary for a global evaluation. Constructing indicators is not merely a technical operation and since an indicator does not speak for itself, its meaning is not in itself obvious. An indicator is born and inserted within a specific hypothesis, it speaks therefore within a given theoretical approach. The indicators are not "data" in the absolute sense but rather a particular way of interpreting data from reality, according to the Weberianally explicit point of view that guided the entire elaboration of the definition process.

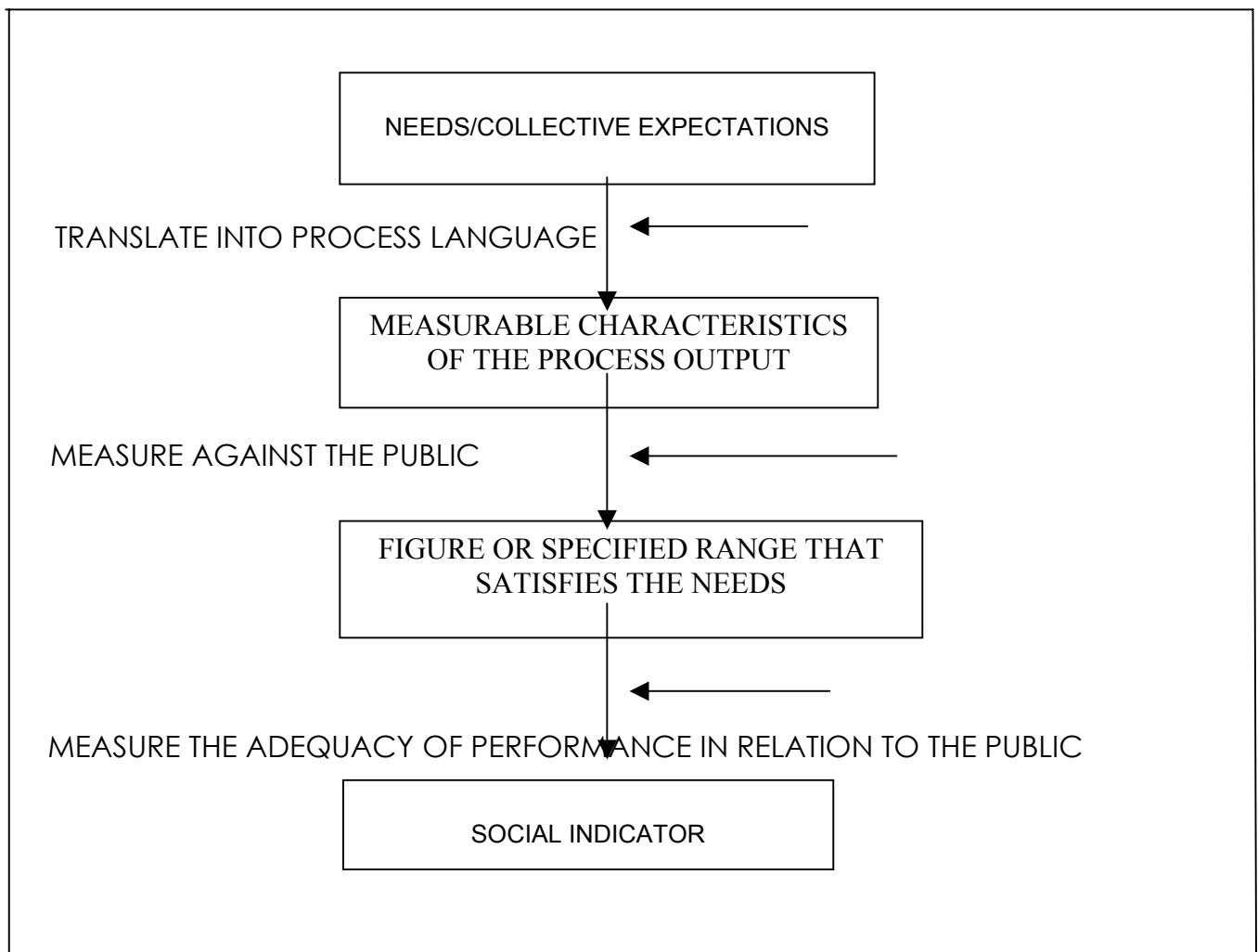
Elaboration of indicators leads, as in all instruments that tend towards simplification through the aggregation of information, to a loss of perspective on the complexity of the phenomena to which they refer. They do have, however, the indisputable validity of permitting the establishment of the Social Information System essential for the better management of social policies.

A mature social information system involves the collection of all the information necessary to enable a technical-political structure to elaborate and constantly re-elaborate the objectives of the system of action, in parallel with the rapid evolution of social needs, an evolution that can be grasped only by establishing the systematic and focused observation of the main social phenomena in evolution<sup>12</sup>. In this context it is empirical research (sociological, psycho-social, demographic, socioeconomic, anthropological) that is entrusted with a strategic task of fundamental importance: establishing the quality and volume of social demand, interpreting it in a scientific light, measuring it all its dimensions, and proposing plausible interpretive responses.

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<sup>12</sup> Mauri, Programmazione regionale, bisogni informativi, ricerca sociologica in AA.VV, *Vita di famiglia, Social Survey in Veneto*, Angeli, Milano 1990.

## HOW TO DEVELOP INDICATORS



By following this theoretical approach an attempt was made to construct a model for indicators that measure the elements structuring time policy projects. This model aims, on one hand to identify the elements that distinguish time policies that resist exclusion and favour inclusion, and on the other hand the indicators are used with the aim of verifying which of the intended objectives have effectively been achieved<sup>13</sup>.

<sup>13</sup> N. Stame, "Indicatori e valutazione", in *Valutare le politiche per l'inclusione sociale*, edited by L. Leone, research report for Vides Internazionale, Roma 2001.

In this case the indicators serve more to establish how much has been achieved in relation to a particular standard established in relation to the complex issues being faced. The establishment of standards proceeds alongside the identification of the factors that are presumed to have a real bearing on the phenomenon. A standard establishes the measurement that a particular factor, identified as the most prominent in the phenomenon under analysis, should have in order to ensure the realization of a project, policy, etc. Indicators are thus used to measure the degree of achievement of the set standards.

In this case the proposed model for indicators was established *a posteriori* in relation to the time policies realized and discussed in this study. It is instead obvious that the approach to evaluation should be tied into the fundamental stages: the planning, implementation, and realization of a project.

Evaluation should be applied both in the initial stages for prediction, and after completion for the evaluation of the results achieved.

This having been clarified, the indicator model, which was constructed on the basis of analysis of the cases identified by partners, is divided into two parts:

a) A first part (tables 1,2,3) describing and comparing time policies and opening schedules in the cities.

**Table 1** describes the implementing bodies (city, council, private body) and the type of intervention: whether this means an opening schedule, a form of budget participation, the spatial-temporal reclassification of an area, intervention on specific services, or time bank.

**Table 2** describes the products, the type of initiative, connections with public or private bodies, and type of scientific or social production.

**Table 3** describes the objectives, the areas (public, private, or mixed), and the form of the intervention, whether continuous through time or episodic.

b) A second part evaluating the policies and plans (tables 4,5,6,7,8,9).

**Table 4** describes the structural and super structural objectives of the intervention analysed in its *central functions* (planning, research, single or multi-sector intervention, promotional activity, communication, evaluation) and

*transverse functions* (if information has been distributed, growth of skills including political, whether consensus was achieved, social cohesion, generation of empowerment).

**Table 5** regards the goal indicators: *general* (if the objectives of social cohesion, sustainability, participation, social and economic integration were fulfilled) and *specific* (reconciliation of family and personal life, social integration, planning services, management of leisure/culture).

**Tables 6,7,8** evaluate, respectively, the products, processes (protagonists and actions), and effectiveness: results (relevant, adequate, practicable), goals (coherent, pertinent, conforming)

**Table 9** provides indicators and evaluation (has obtained the goals, responded to the needs, activated human resources, produced activities, promoted a "virtuous cycle", created theoretic models, created reproducible models, produced activity); it lists the results and awards a score for each one.

## CHAP. 4 TIME POLICIES AND OPENING SCHEDULES. A EUROPEAN REVIEW

The content of this chapter highlights how the criteria were applied to the individual cases. The initiatives and actions were analyzed transversally in relation to urban time policies in the different partner countries. This produced both common descriptive elements, together with similarities and differences in relation to the objectives and functions. Furthermore, some quality indicators were also realized.

### 4.1 Description and comparison

In order to make a comparative analysis on the basis of the chosen criteria, the examples of time policy intervention indicated by the different partner countries were grouped into three tables, as mentioned in the previous chapter:

- **Table 1** shows the different types of product to which the time policies refer, summarized as: "urban time plan", this being an overall redefinition of times

of public and private services in the city, enduring over time; "social participation in annual municipality budgeting", this meaning debate on the investment of a municipality's resources that includes the citizens themselves, "Revaluation of space and time", when there is a specific aim to integrate with the Town Plan in order to improve the quality of transport and public spaces; "Services", when intervention in time schedules is related to different sectors of public and private services (caring of children, elderly people, commercial services, etc.); "Time bank" is a particular kind of private service based on the mutual exchange of time between people who need care and help.

- **Table 2** concerns the relationships with bodies (public administration, schools, universities, and so on) and private associations like Trade Unions, women's councils and associations, churches, groups of residents and so on; it also considers the communication tools as important products (scientific and social production related to meetings and forum) created by urban time policies;
- **Table 3** refers in particular to the aims pursued by the different time projects and policies: **promotion of social cohesion, environmental compatibility, conciliation between professional and private life, integration of immigrants, equal opportunities between men and woman.** It also indicates whether the interventions were continuous or episodic.



TABLE 1 INTERVENTIONS: TYPOLOGY

| Protagonists   | Urban Time Plan | Social Participation in Municipal Budgeting | Revaluation of space and time | Services | Time Bank |
|--|-----------------|---|-------------------------------|----------|-----------|
| ITALY  |                 |   |                               |          |           |
| <b>Municipality of Florence, Time Office</b>                                     | x               |   | x                             | x        |           |
| <b>Municipality of Bolzano</b>   | x               |   | x                             | x        | x         |
| <b>Municipality of Grottoammare</b>  |                 | x   | x                             |          |           |
| <b>Municipality of Modena</b>  |                 |   | x                             | x        |           |
| <b>Municipality of San Felice</b>  |                 |   |                               | x        |           |
| <b>ECIPAR srl, Rimini</b>  |                 |   |                               | x        | x         |
| FRANCE   |                 |   |                               |          |           |
| <b>Municipality of Paris, City Time Office</b>                                   | x               |   |                               | x        |           |
| <b>Saint Denis, Time Mission</b>   |                 |   |                               | x        |           |
| <b>Rennes, City Time Office</b>  |                 |   |                               | x        |           |
| <b>Monoprix, Department Store</b>  |                 |   |                               | x        |           |
| <b>Time Bank S.E.L. de Beaucet</b>   |                 |   |                               |          | x         |
| SPAIN  |                 |   | x                             | x        |           |
| <b>Municipality of Granada</b>   |                 |   |                               |          |           |
| <b>Municipality of Saragozza</b>   |                 |   |                               | x        |           |
| <b>Barcellona, Association »Salud y Familia »</b>                                |                 |   |                               |          | x         |
| <b>Barcellona, Nestlé Spain, "Optima" Programme</b>                              |                 |   |                               | x        |           |
| <b>Municipality of Metropolitan Area of Barcellona, Pact for Mobility (PRMB)</b> |                 |   | x                             |          |           |
| GERMANY  |                 |   |                               |          |           |
| <b>Bremen, Time Structure Office</b>   |                 |   | x                             | x        |           |

|   |  |  |          |          |  |
|---|--|--|----------|----------|--|
| <b>Municipality of Bremen</b>   |  |  | <b>x</b> | <b>x</b> |  |
| <b>Municipality of Hamburg, Senate<br/>Office for Equal Opportunities</b> |  |  | <b>x</b> | <b>x</b> |  |
| <b>Municipality of Hanau, Women's<br/>Office</b>                          |  |  |          | <b>x</b> |  |
| <b>Berlin,<br/>Ver.di Union Trade, women's section</b>                    |  |  |          | <b>x</b> |  |

**TABLE 2 PRODUCTS: relationship (bodies and associations), communication tools**

| Protagonists  | Initiative:<br>Typology   | Connections<br>with public<br>authorities   | Connections<br>with<br>associations,<br>groups, bodies   | Scientific<br>production   | Social<br>production   |
|---|---|---|--|--|--|
| ITALY   |   |   |  |  |  |
| <b>Municipality of Florence,<br/>Head of Department and Time<br/>Office</b>         | <b>Municipal<br/>action plan for<br/>timing:<br/>- "Thursday for<br/>citizens "<br/>- Changes of<br/>School time<br/>and family<br/>services</b>  | <b>Public<br/>Administrations<br/>and school<br/>department,<br/>ATAF company</b> | <b>trade unions<br/><br/>Women's<br/>Council</b>   | <b>Report,<br/>research,<br/>information<br/>brochures,<br/>publications</b> | <b>Citizen<br/>Forum<br/>Meetings<br/>with parents<br/>and students<br/>associations</b> |
| <b>Municipality of Bolzano,<br/>Head of department and<br/>external consultants</b> | <b>City urban<br/>plan:<br/>- local mobility<br/>pact<br/>- the times of<br/>school<br/>- "Thursday for<br/>citizens"<br/>- Urban<br/>security<br/>- Time Banks<br/>- Gender<br/>competency</b> | <b>- Public<br/>authorities<br/>- Schools<br/>- Banks</b>                         | <b>Trade<br/>associations<br/>(commerce,<br/>entrepreneurs)<br/>Trade units,<br/>user's<br/>associations,</b>      | <b>Report,<br/>brochure</b>  | <b>Meetings,<br/>conferences</b>   |
| <b>Municipality of Grottammare<br/>(AP)<br/><br/>Mayor and Municipal Council</b>    | <b>Social<br/>participation<br/>in municipal<br/>budgeting<br/>- Municipal<br/>action plan for<br/>the<br/>environment<br/>- Youth and<br/>senior centres<br/>- Office for</b>                  | <b>- Province<br/>- Other<br/>municipalities<br/>- Town districts</b>             | <b>Trade<br/>associations<br/>(commerce,<br/>entrepreneurs)<br/>,<br/>trade units,<br/>user's<br/>associations</b> | <b>Documents<br/>and<br/>publications<br/>concerning<br/>the actions</b>     | <b>Meetings,<br/>conferences<br/>social forum</b>  |

|   |  |  |  |          |  |
|---|--|--|--|----------|--|
|   | women,<br>-Office for the disabled<br>-Service centres for immigrants                                  |  |  |          |  |
| Municipality of Modena<br><br>Department for Economic Intervention              | Project for the reclassification of the Pomposa area   | University                               | Cultural association Pomposa, trade associations (commerce and handicraft), student associations |          | Meetings, parties                        |
| Municipality of San Felice (MO)<br><br>Department for Childhood School Services | Children's room <i>HaKuna Matata</i>   | Other Municipality (convention)          |  |          |  |
| Rimini<br><br>ECIPAR srl,   | Multiethnic time bank: information desk<br>-Intercultural children's home<br>- Documentation centre    | Municipality of Rimini                   | Youth centre   | Training | Games, meetings, intercultural festivals |
| FRANCE<br><br>Municipality of Paris   | Time office<br>-Childhood 0-3 years and Family services<br>-Time conciliation<br>-Social participation | Public authorities, schools, trade units | Trade associations, city district associations   | Brochure | Meetings, city district meetings         |

|  |  |  |  |                                   |   |
|--|--|--|--|-----------------------------------|---|
|  | of the city district   |  |  |                                   |   |
| Saint Denis  | Time mission<br>-Childhood 0-3 years<br>-Time conciliation<br>-Social participation -  | Schools  | Group<br>« Femmes Solidaires »                   | Documents, films                  | Meetings, projections, city district meetings |
| Rennes   | Renne City Time Office<br>- City Hall, time conciliation for women of the cleaning and executive staff                                   | Public authorities, university, government delegation, trade units | Women's associations, trade associations         | Report                            | Meetings                                      |
| Boulogne, Monoprix   | -Conciliation of private and professional life for managers of 8 stores (35 hour law)<br>-Friendly management<br>-Services for employees | Internal team, trade units   |  |                                   |   |
| Time bank<br>S.E. L. de Beaucet                                      | S.E. L. de Beaucet<br>-Provide and use free services<br>-Create a local network  |  |  | Catalogue of the services offered | Network of members                            |
| SPAIN<br><br>Municipality of Granada, Department for Women's Affairs | Programme of conciliation of private and public life:<br>-Day centres  |  | Women's Institute Andalusia, trade unions, trade |                                   |   |

|   |  |  |   |   |   |
|---|--|--|---|---|---|
|   | for children   |  | associations  |   |   |
| Saragozza<br>Municipality   | Youth services   |  | Youth<br>associations,<br>city district<br>associations |   |   |
| Barcellona,<br>Association "Salud y Familia"                                    | Community<br>time bank   | Municipality of<br>Barcellona  | Popular<br>Culture Centre                               | Brochure,<br>publication<br>s   |   |
| Barcellona, Nestlé  | "Optima"<br>program  | Ministry of<br>Social Affairs  | Spanish<br>Institute of<br>Women                        | Report on<br>best<br>practice by<br>Intranet  |   |
| Municipality of Metropolitan<br>Area of Barcellona,<br>Pact for Mobility (PRMB) | Pact for the<br>Mobility   | Local<br>administrations   | Trade unions,<br>private sector<br>organisations        | Report on<br>transport<br>system,<br>time use<br>and<br>inclusion                   | Network,<br>meeting   |
| GERMANY   |  |  |   |   |   |
| Bremen,<br>Time Structure Office  | City Forum   | Public<br>administration,<br>university  | Associations,<br>churches,<br>trade units               | Research,<br>reports  | Exhibition  |
| Municipality of Bremen  | Project<br>"Bremen 2030-<br>a city aware<br>of time"                                       | Federal Ministry<br>of Education<br>-Agencies for<br>public and<br>private mobility<br>-University | Private<br>associations,<br>entrepreneurs               | Research,<br>reports  | Meetings for<br>awareness<br>raising                          |
| Municipality of Hamburg<br><br>Senate's Office for Equal Rights                 | Model Plan:<br>Changing time<br>structures<br>(services for<br>children /<br>kindergarten) | Local public<br>authorities  | Medical<br>associations,<br>trade units,<br>churches    | Researches<br>Reports<br>Publication<br>"Times of<br>the city"<br>(see web<br>site) | Meetings for<br>awareness<br>raising                          |
| Municipality of Hanau,<br>Women's Office  | Project "Hanau<br>- a city aware<br>of time"<br>(day nurseries)                            |  | -Plenum of<br>women<br>-Groups of<br>inhabitants        | Reports   | Awareness<br>raising<br>meetings for<br>a new time<br>culture |

|   |  |  |   |  |  |
|---|--|--|---|--|--|
| Berlin<br>Ver.di Union, Women's Section | Everyday life<br>conciliation<br>project |  | -Hospital<br>-Retail trading<br>chain<br>-Day nurseries |  |  |
|---|--|--|---|--|--|

TABLE 3 AIMS, AREAS, TIME CONDITIONS

| PROTAGONISTS                       | AIMS   | AREAS                                     | CONDITIONS   | PROJECT<br>CONDITIONS<br>(episodic) |
|------------------------------------|--|---|--------------|-------------------------------------|
|                                    | 1 Promotion of<br>cohesion<br>2 Environmental<br>compatibility<br>3 Conciliation<br>4 Integration<br>of immigrants<br>5 Equal<br>opportunity | 1 Public<br>2 Private<br>3 Public/private | (Continuous) |                                     |
| ITALY                              |  |   |              |                                     |
| Municipality of Florence           | 2, 3   | 1   | Continuous   |                                     |
| Municipality of Bolzano            | 2, 3   | 1   | Continuous   |                                     |
| Municipality of Grottoammare       | 1, 2, 4  | 1   | Continuous   |                                     |
| Municipality of Modena             | 1, 2, 3  | 3   |              | Episodic (3 years)                  |
| Municipality of San Felice<br>(MO) | 1, 3, 4  | 1   | Continuous   |                                     |
| ECIPAR srl, Rimini                 | 1, 3, 4  | 3   | Continuous   |                                     |
| FRANCE                             |  |   |              |                                     |
| Municipality of Paris              | 1, 2, 3  | 1   | Continuous   |                                     |
| Saint Denis                        | 1, 2, 3, 4, 5  | 1   | Continuous   |                                     |
| Rennes                             | 3, 5   | 1   | Continuous   |                                     |
| Boulogne,<br>Monoprix              | 3, 5   | 2   |              | Episodic                            |
| Time Bank<br>SEL de Beaucet        | 1,3,4  | 2   | Continuous   |                                     |
| SPAIN                              |  |   |              |                                     |
| Municipality of Granada            | 1, 3, 5  | 1   | Continuous   |                                     |

|  |                   |            |                   |                 |
|--|-------------------|------------|-------------------|-----------------|
| <b>Municipality of Saragozza</b>   | <b>1</b>          | <b>1</b>   |                   | <b>Episodic</b> |
| <b>Barcellona,<br/>Association "Salud y Familia"</b>                                     | <b>1, 3, 4</b>    | <b>3</b>   | <b>Continuous</b> |                 |
| <b>Barcellona,<br/>Nestlè</b>  | <b>3, 5</b>       | <b>3</b>   |                   | <b>Episodic</b> |
| <b>Municipality of Metropolitan<br/>Area of Barcellona,<br/>Pact for Mobility (PRMB)</b> | <b>1,2,3,4</b>    | <b>1,2</b> | <b>Continuous</b> |                 |
| GERMANY  |                   |            |                   |                 |
| <b>Bremen, Time Structure Office</b>   | <b>1, 3</b>       | <b>1</b>   | <b>Continuous</b> |                 |
| <b>Municipality of Bremen<br/>"Bremen 2030"</b>  | <b>2, 3</b>       | <b>1</b>   | <b>Continuous</b> |                 |
| <b>Municipality of Hamburg,<br/>Senate's Office for Equal<br/>Opportunities</b>          | <b>3, 5</b>       | <b>3</b>   | <b>Continuous</b> |                 |
| <b>Municipality of Hanau,<br/>Women's Office</b>   | <b>3, 5</b>       | <b>1</b>   | <b>Continuous</b> |                 |
| <b>Berlin,<br/>Ver.di Trade Union, Women's<br/>Section</b>                               | <b>1, 3, 4, 5</b> | <b>2</b>   | <b>Continuous</b> |                 |

The first, important consideration is that we are dealing with very different cases but that they can all be traced back to city (urban) time policies. What differentiates them principally is their greater or lesser design complexity:

- Urban time plans like those in Florence, Bolzano, Paris, Bremen (Bremen 2030), with precise characteristics, among which three of note: the presence of "Time Offices" structured at the level of council administration, the choice of the "orchestration committees" between public and private operators, guided by the council, as a methodology for setting up intervention, the objective of intervening in all the most important sectors of urban life (public offices/bureaucracy, commercial services, services for children and the elderly, traffic, schools, museums, cultural events, etc.)



- Opening schedules generally foresee innovations and changes starting from temporal and sometimes spatial reclassification of services (hours extended and diversified) or areas located in the urban contexts. In this they modify and reorganize both the Public Administration and the private sector making access to services for citizens more fluid and cities more user friendly. The scheduling of opening times is certainly the "purest" example of time policies, characterised by multi-sector investments, the construction of networks, in addition to growth of competence and social innovation. There are generally very strong pressures from organized groups of women, pushing for the reorganization of social time on the basis of their experience as subjects who combine their own time with that of others, interlacing family/social/professional schedules through more than one generation. The evolution of time plans varies from city to city, based on subsequent steps and initiatives. The example of Bolzano is quoted as an example of this process.

From the point of view of development, the Bolzano Time Plan is a model example:

*"The description presents the Bolzano experience of urban time planning divided into four distinct stages, reflecting the temporal sequence of events and the official documentation of the City Council that mark the points of passage. The first stage regards the definition of the problem through an interpretation of the temporal characteristics of the city and the inclusion of this theme in the city government agenda. It is in this start up stage in which action themes and areas of intervention are identified for the Bolzano time policies. The second stage is characterised by the development of pilot projects as experiences capable of starting local transformations and teaching new administrative practices. The third stage sees the expansion to a city-wide scale of time and schedule modifications. The fourth and final stage is distinguished by the decline of the city Time Office and public relations and the start up and development of the mobility pact. In this the salient characteristics of the urban time policies of Bolzano are highlighted:*

*the dominant urban and spatial-temporal nature of the projects; collective construction through collaborative design and the identification of possible new administrative practices; the pre-eminence of design themes, also physical, for locations; the tendency to work for transformation action on a local level; the anticipatory capacity of the political vision inspiring the experience. There is also a fifth stage, which is the relaunch of a new Time Office with a dedicated council officer and new projects."*<sup>14</sup>.

- **Intervention targeted on individual services**, as in the cases described for San Felice (MO), Rimini, Boulogne, Barcellona (PRMB, Strategies to improve inclusion based on public transport), Granada, Saragozza, Hamburg, Hanau, Berlin. In general these initiatives have defined aims, refer either to particular social groups (women, children, youth, etc.), and pursue objectives of integration and awareness raising. They are characterised by modifying hours to facilitate use, scaled for the type of reference user. Among the cases studied, women were the driving force in a significant number of time modifications. For example in Rennes it was the women's and workers' associations that promoted the innovation, as in the Monoprix Department Store in Boulogne, in Granada, at Nestlè in Barcellona, in Hanau, and Berlin. Among the "transversal" objectives, the reconciliation of professional life with care commitments takes a priority place. It is no surprise that, as emerges from the data, statistics, research, etc, women are still delegated most of the housework, child care, old people, etc.

In the case of Hamburg:

*"Better use of services with new hours of business as well as innovative time-reducing service offers, which are related to time demands of working women. In model phases the following projects were developed: change of consulting times of doctor's and dentist's practices, improved waiting hours in municipality offices, a shift towards "flexible child care and care in cases of emergency", and "dinner tables in schools as a time-reducing measure".*

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<sup>14</sup> M.Mareggi, *Piano dei tempi e degli orari della città di Bolzano*, in M.Mareggi, *Le politiche temporali urbane in Italia*, Firenze, Alinea, 2000

The initial objective was improved reconciliation of different life areas like work and family with respect to leisure activities, a better quality of life for all sections of the population with coordination problems, above all working mothers. This included working women with children and all sections of the population with (time-related) coordination problems in the district of the town. The senate's office for equal rights founded and developed the "times of the city" project in Hamburg with an action research project. It thus started as a top-down-initiative. The overall project was planned as a general political strategy for the Barmbek-Uhlenhorst district".

Sometimes the object of the intervention is the Council structure itself, which then, at a later date, becomes the promoter of the extension of the policy of reconciliation to the city. Noteworthy is the case of Granada, where the focus was on redefining the mode of reconciliation between familial and professional time spaces:

"In the Program for Conciliation of public and private life there are seven objectives, that concrete in several actions. These objectives are: to evaluate the new urban plans of the city using gender criteria, to ensure the safety of women and equality in the use of the city. Actions include issues like renewing lighting in streets, creating low platform public transport, eliminating architectonic barriers, creating more green spaces. Other measures are to recommend changes in the distribution of public housing to adapt it to new family types and facilitate the division of domestic tasks. Actions are: give advise to architects and real state agents on how to achieve this goal, to open public tender for "gender housing". To favour the promotion of housing for women in need. To promote the presence of women in the building sector, for instance by promoting the creation of building cooperatives of women. Finally, increase presence of women in urban spaces: naming streets and parks after women, equality in the representation of men and women in public sculptures, to recuperate spaces historically used by women, like washing spaces, conciliate spaces and times to facilitate the equal use of the city by all types of group: deregulation of opening times of public services, increased schedules for public transport, open new spaces to allow

community life, opening of new day centres for children in different city districts."

- **Intervention aimed at spatial-temporal redefinition of a zone**, like for example the case of Modena, where an entire district, the "Pomposa", was reconceived and redesigned: on one hand to guarantee safety and quality of life, especially in the evening, in response to a degraded environment, on the other hand to promote business initiative and a collective mentality among the young, encouraging the establishment and development of economic-cultural activities.

"The Council assigns unrecoverable grants or free licences to subjects that create activities at atypical hours, to counter degradation and favour cohesion, in particular among the young university students in the "Pomposa" area, a central section of the old city centre. The Council finances the activities in two ways: 1) giving free licences (they have issued 10, valued from 35,000 to 50,000 euro each) 2) assigning funds according to a classification established after considering all the applications submitted from those with the required characteristics. Grants for 2 years; up until now 30 projects have been financed with a total of 30 million for the first year and 15 million for the second year. In addition to this there were numerous support actions: no local Council taxes for TOSAP, urban improvement, promotion, etc. [From 2002/2003 other Council offices should provide funding]. The initial objectives: to counter the degradation in the zone (large immigrant population, micro criminality); introduce alternative hours (continuous, during the closing hours of other activities, evenings, holidays); bring life and inhabitants to the old town centre; encourage atypical business initiatives (e.g. art galleries, play centres, cultural groups, restaurants, etc.). After the Local Council, the first to be involved was the Cultural Association of "Pomposa" Residents which had already monitored the problems, followed by commercial and handicraft Trade Associations, and the University (carried out feasibility studies on the needs of students etc.)."

Similar, and aimed at young people, was the Saragozza project, the objectives of which were and remain: *"To offer young people alternatives for leisure time at night, by organising activities and opening municipal services during the night. Other new goals introduced in this edition are:*

- *To compensate the unequal accessibility of young people in rural neighbourhoods to cultural and leisure activities over the weekend;*
- *Support the initiatives coming from youth and social organisations, extending the cooperation agreements."*

- **Intervention characterised by "spontaneous" social aggregation**, of groups of citizens in geographically limited areas of the city, like the time banks in 3 partner countries that took part in the research: Italy, Spain, France. A "time bank" is a place offering a special credit structure, in which there is an exchange: members of the bank make their time available for certain "services" for others, expecting to receive time and services from other members. The bank unites people with a contract based on the recognition of the social dimension of the self and others, reciprocity, parity, equality, and respect. It allows participation in a situation in which supply and demand are socialised in a responsible perspective, based on relationships of parity and solidarity.

- **Intervention with the aim of social cohesion and participation extended to the entire city context**, with examples including Grottammare in Italy and Saint Denis in France.

In the case of *Grottammare*, since 1994 the Council Administration activated "Area Committees" in all the areas of the city, in particular in Ischia II, with 5000 inhabitants, a peripheral suburb constructed in the 1960s, with innumerable problems mainly associated with immigration. Assemblies are held in every area with the participation of all the inhabitants. They evaluate the initiatives carried out, and program those to be conducted. They do not have defined institutional powers but their opinions are reported back to the Council Committee.

For *Saint Denis*, the initiative was instead from a group of women who discuss and debate the issues of reconciliation between private and professional life, starting from the presence of small children. In this perspective the policies of social cohesion become an integral element of the municipality of Saint Denis.

*"...with a feminist perspective, the city time office works with a women's association of Saint Denis (groupe femmes solidaires de Saint Denis). A movie projection scans all the issues linked with women's role and place, conciliation, identity dimensions, conscious that there is an important number of immigrant communities from Mediterranean areas. A debate is launched around the film, and a database on people's speech is created. The local approach integrates inhabitants/professionals/associations and the debate is held in a public place. The group is supposed to structure itself and be autonomous in the way it works and meets., Groups are multiplying progressively, with two new groups in February having regular contacts with the steering committee. The time office monitors the groups on each small area. The announcement of meetings is sent well in advance, the care system for children is organised with baby-sitting and entertainment for the older ones. It is a way to test out what could become a regular baby sitting organisation in the area. One of the main objectives is to start to set up a baby sitting organisation for September 2003. Only 20% of children are hosted in the "nursery schools". A much more diversified offer is required: part time, day care, and "nursery schools" with the possibility of switching from one service to another depending on the parents' working constraints. Only 10% of children are using the collective leisure centre, the objective is to enhance the offer and the collective spaces."*

**The case of Hanau is an example of a bottom up process and an initiative from a women's network.** *"Hanau - the city which is aware of time has its origins in an initiative of the "Plenum of women". They stated that there are almost no women who don't have conflicts with time in their daily life.*

*Therefore a better matching of working hours with hours of public transfer and opening hours of public offices, shops, banks, doctor's practices, counselling institutions is a top priority. The project represents a bottom-up-process. The "plenum of women" of the city of Hanau worked out a concept for a city which is appropriate for women. It unifies women in organisations, in associations, in the churches and political parties who are active in policies for women, but also women who are not involved in organisations but want to be active in policies for women. The plenum represents a broad political spectrum, where women from the autonomous women's movement are included as well as women from more conservative organisations or from immigrant's associations. The plenum meets regularly, it holds common political and cultural events and raises its voice in all questions concerning the situation of women in the city."*

## **4.2 Some themes for reflection**

### **\*\*\*Aims: conciliation/cohesion**

The aims, summarised in Table 3, that distinguish the projects, lead to a definition of the intervention by general orientation. There are three main ones:

- 1) CONCILIATORY. When the aim is the conciliation of times and equal opportunities (no. 3 and no. 5), the examples are Rennes, Boulogne, Barcellona Nestlè, Hanau, Hamburg. If time conciliation is interweaved with environmental sustainability (no. 2 and no. 3), the cases examined include the opening hours schedules of Florence, Bolzano, Bremen.
- 2) COHESIVE AND CONCILIATORY. When the aim is simultaneously social cohesion, sustainability of the urban environment, and conciliation of times (1,2,3), examples include the "Pomposa" area in Modena, and Paris.
- 3) COHESIVE AND INTEGRATED. When the aim is to achieve cohesion, conciliation, and integration (1,3,4), examples include: San Felice, Rimini, Granada. Cohesion, sustainability, social integration (1,2,4) instead characterise the

experience in Grottammare; while in Saint Denis the aim was to achieve different objectives together: cohesion, sustainability, conciliation, integration, and equal opportunities (1,2,3,4,5).

However, apart from the specificity of the definitions, the element of general interest would seem to be the more marked difference between the "time conciliation policies" and the "social cohesion policies".

This difference raises two types of question, both of great importance:

- 1) Regarding the definition of time policies. Can a system (or intervention) that sets itself the aim of social cohesion be defined a time policy, even if it in fact changes city times? Or are "pure" time policies limited only to those that have the aim of modifying times, possibly also resulting in social cohesion?
- 2) Regarding social innovation. Does a policy of conciliation of city times really produce social innovation, or is a social cohesion policy required to realize innovation? Is not the former a type of modernization that does not necessarily implicate cohesion and integration; is not the second a form of *empowerment* of general policy and not necessarily a time policy?

A plausible reading of the difference consists perhaps in the priority or centrality in the perspective taken when observing the actions to undertake or already undertaken. Urban time policies aim at the definition of a harmonic and "modern" system of hours for city services, making them consistently easier to use by more types of user, residents and city users (youth, the elderly, children, women, men, etc.). Conciliation policies are usually aimed at the work/family relationship and targeted on subjects, men and women, in the middle of their active lives. Those for cohesion extend into the sphere of socialization, culture, to the use of space, and to a plurality of subjects and generations, for example the elderly. However, there is a big interference between the three types due to the fact that these are mainly territorial policies, limited to local contexts.



### \*\*\*Area: public/private

This analytical paradigm, "public and private", was intended to indicate the main protagonist in the ideation and realization of the intervention.

**1. Public administration.** In the cases studied the public administration, almost always the local municipality, plays a central role, confirming the political-social commitment of local governments in the territory. Their presence is more marked in the case of opening schedules and intervention for the redefinition of services or urban spaces.

**2. Private associations.** In the case of time banks the initiative is generally from groups of citizens with the local council taking part in the project, or private associations themselves as in the case of Rimini, where ECIPAR is the training body for a workers' association (CNA - National Handicrafts Association). Or in France with the S.e.l. de Beaucet: *"it is an independent organisation that was born from individual initiatives and with a political background. The translation for SEL is Local Exchanges System. It is located in Provence, and it covers 50 km around le Beaucet, which is a small village in the Vaucluse. People exchange their skills and offer services, knowledge, expertise etc., without money but using a measure: a grain of salt.*

*The idea is founded on the belief that people do have skills that are not used in the market, but are useful. It is a way to recognise skills and empower people.*

*One grain is equivalent to 10 cents. An hour of ironing cost the same number of salt grains as an hour of English lessons ..."*

**3. Private companies** Private initiatives generally "follow" courses already defined by public bodies, forming networks. When involving company projects, like the cases of Boulogne-Monoprix or Barcellona-Nestlè, the project starts from groups of women employees, possibly belonging to associations/groups outside of the company. In these cases the context is private even if networked with the political-administrative context. The French example is interesting because it is based on a national law, the legislation which provides for a 35 hour working week.

*"Monoprix is a department store that belongs to the Galeries Lafayette group. Branches are dispersed all over France with 295 stores within the cities. 75% of the 18000 workers are women. The focus of the project takes into account the conciliation of family life and professional life in the negotiation of 35 hours. Specifically to:*

- Reorganise working time in line with the law : 35 hours per week.*
- Use this reorganisation to keep in step with the evolution of management, which is towards increasing awareness of the welfare of their employees.*
- Create services for the employees in order to help them conciliate working life and family life."*

**\*\*\*Modality: continuous/episodic**

Only 4 of the selected interventions were episodic in nature: the "Modena Pomposa" project (three years); Saragozza (spring/autumn); and the two company projects involving respectively Barcellona Nestlè and Boulogne Monoprix. All the others, at least in theory, have a continuous temporal mode, that is, they were not designed with a time limit, but are intended to endure long term.

Obviously, episodic projects are typically those closely targeted and sector-based in nature, while continuity is more typically associated with wide ranging multi-sector initiatives, like the "opening hour schedules", that require various stages for actuation and implementation.

### **4.3 Measuring/evaluation**

With Table 4 "**Central and Transverse functions**" (and so on to Table 9) we move on to different sets of criteria: from the schematic description of the activity, to indicators for measuring/evaluation that are hinged on the subjectivity of the researchers. More specifically, in Table 4 a distinction is made between "central or structural functions", or the operations that form the skeleton of the intervention,

and "transverse functions", or the plus factors of enhancement and growth (information, skills, political training, consensus, social cohesion, gender empowerment) that accompany the experience of time policies.

**TABLE 4 Objectives CENTRAL AND TRANSVERSE FUNCTIONS**

| PROTAGONISTS | CENTRAL FUNCTIONS  | TRANSVERSE FUNCTIONS   |
|--------------|--|--|
|              | 1 Planning<br>2 Research<br>3 Plurisectoral work plans<br>4 Sectorial work plans<br>5 Construction of networks<br>6 Promotion and marketing<br>7 Communication<br>8 Evaluation | 1 Information<br>2 Increase of competence<br>3 Political training<br>4 Creating consent<br>5 Social cohesion<br>6 Gender empowerment |

Regarding Table no. 4, as regards the **central functions**, no significant distinctions are noticed between the different experiences, and indeed there is a convergence of the action models. In effect, given the characteristics of the time policies, it is difficult to distinguish because the different functions are interwoven. It thus becomes interesting to reveal the **multidimensionality of these policies**, apart from the typological differences of the interventions already described above.

The reasoning is different if we observe the indicators relative to the **transverse functions**. In this case it can be observed that, while in almost all cases a growth in information is foreseen, this can not necessarily be assumed for the growth of competence (Modena Pomposa, Municipality of Rennes, Boulogne Monoprix, Time bank SEL de Beaucet, the cases in Germany) **and political training** (Municipality of Rennes, Municipality of Granada).

Considering **social cohesion**, this is noted in the cases of the Municipality of Grottammare, San Felice, Rimini ECIPAR Time Bank, Municipality of Paris, Saint Denis, Rennes, SEL de Beaucet Time Bank, the cases in Germany, Municipality of Saragozza, and Barcellona "Salud y Familia".

Finally, a consideration of **gender empowerment** is specifically noted in the cases of Paris, Saint Denis, Rennes, Monoprix, the cases in Germany, Granada, Barcellona "Salud y Familia", and Optima Nestlè

#### **4.4 The goal indicators**

In Tables **no. 5,6,7,8,9** there is a set of evaluation indicators that define the **quality criteria** for urban time policies, useful for decision makers in public administration, researchers, but also for trade unions, business people, associations, etc. Naturally the point of view of the above cited figures will clearly be very different given the specific roles and position determining the different objectives. However, in this case it was preferable to reason starting from general categories, losing a lot in the specifics, but with the aim of offering themes and points of interest regarding the mix of complex subjects involved in time policies and the issue of evaluation.

**The "My Time is My Own"** project requires the definition of criteria that the protagonists of the time policies must bear in mind when they apply the policies, the need, that is, to identify strategic models that follow a logical sequence (from an investigative survey of needs to the feasibility of the project). Finally, there must be a commitment to the evaluation of the objectives, achieved or otherwise, in order to establish the criticality, evaluate the potential, always in support of policies or action oriented to responding to the needs of citizens. All this also presents the problem of who should evaluate and monitor. In the case of the set of indicators for the My Time project, they are simple and conceived to be managed by the figures promoting the time policies themselves.

This is another reason for the extreme heterogeneity of the experiences of the partner countries; precisely because the set of indicators can be applied, thanks

to the decision to favour generalization rather than specificity, to various types of policy and action affecting times, individual and social.

Furthermore, the My Time project did not aim so much to distinguish between experiences in terms of "best" and "worst" but aimed instead at presenting and investigating experiences, similar but also different, in a number of European countries, to stimulate the circulation and exchange of knowledge.

Always, obviously, with the purpose of encouraging social cohesion.

TABLE 5 GOAL INDICATORS

|              |  |
|--------------|--|
| PROTAGONISTS | PROMOTE:<br>Social cohesion<br>Sustainability<br>Participation<br>Equal opportunities<br>Gender empowerment<br>Social and economic integration<br>SPECIFIC DIMENSIONS<br>Conciliation work and family life<br>Social integration<br>Planning services<br>Management of leisure/culture |
|--------------|--|

**Table no. 5** shows the general indicators (addressed in particular to cohesion and social integration, with an accentuation towards the achievement of equal opportunities or gender empowerment) and specific indicators, regarding the achievement of objectives like the conciliation of work and family life, the integration of immigrants, or a focus on services and cultural development.

| SOCIAL COHESION  | SUSTAINABILITY   | GENDER EMPOWERMENT  |
|--|--|---|
| Saragozza, Barcellona PRMB, Rennes, Saint Denis, Grottammare, all the time banks | Saragozza, Florence, Bolzano, Monoprix, Rennes, Barcellona PRMB, Bremen Municipal district, Bremen city Council, senate office of Hamburg, Hanau, VER.DI | Municipality of Granada, Time Bank Barcellona, Optima Nestlè, Rennes, Saint Denis, Municipality of Paris, Municipality of Bremen, Hamburg, Hanau, Ver.di Berlin |

| CONCILIATION   | IMMIGRANT INTEGRATION   | SERVICES AND CULTURE   |
|--|---|--|
| Granada, Time Bank Barcellona, Optima Nestlè, Rennes, Saint Denis, Monoprix, Municipality of Paris, Municipality of Bremen, Time Office Bremen, Hamburg, Hanau, Ver.di | Barcellona PRMB, San Felice, Saint Denis, Municipality of Hamburg, Bremen | Saragozza, Modena Pomposa, Saint Denis, Barcellona PRMB, municipality of Bremen, Hanau |

TABLE 6 PRODUCT INDICATORS

| PROTAGONISTS | OPERATIVE GOALS IN RELATION TO THE PROJECT   |
|--------------|--|
|              | <p>REALISATION</p> <p>1 Activities started, no.</p> <p>2 Activities concluded, no.</p> <p>INTERACTIONS</p> <p>1 Networks established, no.</p> <p>2 Social groups involved, protagonists, no.</p> <p>OPERATIVE Products, no.</p> <p>1. Testing in the services, etc. (dissemination of innovations, interventions for simplification, reconstruction of sites, reorganisation)</p> <p>2. Conferences, meetings, etc., no.</p> |

In this case, and as can be seen in the national reports, virtually all the cases considered produced products, established networks, involved individuals and groups.

On the other hand, in order to best test the set of indicators, "Good Practice" cases were chosen from the individual member countries, cases that had produced positive results in the reference environment.

TABLE 7 PROCESS INDICATORS

| PROTAGONISTS | ACTIONS  |
|--------------|--|
|              | <p>Studies on the demand of the social/ geographical surroundings</p> <p>Activation of a strategic plan</p> <p>Benchmarking exercises (comparison of performance in sense of effectiveness and efficiency)</p> <p>Project management actions</p> <p>Evaluation studies</p> <p>Evaluation ex ante (cost-benefit analysis)</p> <p>In itinere</p> <p>Ex post</p> <p>Surveys on acceptance of the interventions</p> <p>Customer satisfaction</p> |

In the light of this set of indicators, the cases can be divided initially into two groups:

- 1 Those that constructed an articulated, complex sequence, starting from an analysis of demand, and, through studies and design, initiated a strategic plan that affected subjects, organizations (the opening hours schedules in Italy, Paris, Rennes and Monoprix Councils in France, the German experiences, etc.).
- 2 Those that constructed the experience starting from spontaneous aggregations (Time Banks), research/intervention projects (as in the case of Optima Nestlè, San Felice, Rennes), interventions targeted on single services.

If the valuation indicator is considered specifically, it can be observed that this operation was not foreseen in all cases: it is present in Spain in Saragozza, where a user satisfaction survey was conducted, in the Barcellona Time Bank, while it is underway for Barcellona-PRMB and Granada.

In Germany it was activated in Bremen, in the case of the Ver.di Union, which also planned a user satisfaction survey.

In Italy it is found in the opening time schedules and in the Modena Pomposa project.

In France, instead, surveys of the reception of the intervention were conducted in Saint Denis, Paris, Monoprix.

TABLE 8 INDICATORS OF EFFECTIVENESS

| PROTAGONISTS | RESULTS                             | GOALS                               |
|--------------|-------------------------------------|-------------------------------------|
|              | Relevant<br>Adequate<br>Practicable | Coherent<br>Pertinent<br>Conforming |

| PROTAGONISTS                               | RESULTS  |          |             | GOALS    |           |            |
|--|----------|----------|-------------|----------|-----------|------------|
|  | RELEVANT | ADEQUATE | PRACTICABLE | COHERENT | PERTINENT | CONFORMING |
| Municipality of Florence, City Time Office | x        | x        | x           | X        | x         | x          |
| Municipality of Bolzano                    | x        | x        | x           | X        | x         | x          |
| Municipality of Grottammare                | x        | x        | x           | X        | x         | x          |
| Municipality of Modena-Pomposa             | x        | x        | x           | X        | x         | x          |
| Municipality of San Felice                 |          |          | x           |          |           |            |
| Time bank ECIPAR-Rimini                    |          |          | x           | x        |           |            |
| Municipality of Granada                    |          |          |             | x        |           |            |
| Municipality of Saragozza                  | x        | x        | x           | x        | x         | x          |
| Time Bank Barcellona                       | x        |          | x           |          |           |            |
| Barcellona Nestlè-Optima                   | x        |          | x           | x        | x         | x          |
| Barcellona PRMB                            |          |          |             |          | x         | x          |
| Bremen Office for structuring time         | x        | x        | x           | x        | x         | x          |
| Municipality of Bremen                     | x        | x        | x           | x        | x         | x          |



|                             |   |   |   |   |   |   |
|-----------------------------|---|---|---|---|---|---|
| City of Hamburg             | x |   | x | x | x |   |
| Municipality of Hanau       | x |   | x | x | x |   |
| Ver.di Union                | x | x | x | x | x | x |
| Municipality of Paris       |   |   |   |   | x |   |
| Municipality of Saint Denis |   |   |   |   | x |   |
| Rennes, City Time Office    |   |   |   |   | x |   |
| Boulogne-Monoprix           |   |   |   |   | x |   |
| Time Bank SEL de Beaucet    | x |   |   |   | x |   |

The effectiveness indicators distinguish the chosen policies according to the achievement of results. The results can be *relevant, adequate, practicable*.

The achievement of objectives in relation to the original project is described as *coherent, pertinent, conforming*.

Out of 21 cases, as many as 13 produced relevant results and 14 practicable, while the achievement of objectives is pertinent to the project in 17 cases, therefore coherent and conforming. Adequate results were noted in 8 cases.

The objectives achieved thus realized the initial hypotheses, with practicable and relevant results and therefore reproducible.

| RESULTS     |    | GOALS      |    |
|-------------|----|------------|----|
| Relevant    | 13 | Coherent   | 13 |
| Adequate    | 8  | Pertinent  | 17 |
| Practicable | 14 | Conforming | 10 |

TABLE 9 INDICATORS AND EVALUATION

| PROTAGONISTS | INDICATORS                                      | EVALUATION       |
|--------------|---|------------------|
|              | Has obtained the goals                          | 1 not present    |
|              | Has responded to the needs                      | 2 unsatisfactory |
|              | Has activated/enhanced human resources          | 3 sufficient     |
|              | Has produced activities                         | 4 good           |
|              | Has promoted a "virtuous cycle"                 | 5 very good      |
|              | Has created reproducible theoretic models       |                  |
|              | Has created models of reproducible intervention |                  |

In all cases results were achieved, activating resources and producing activity. In some cases theoretical and/or reproducible models were created.

|                            | ITALY  | FRANCE                                      | SPAIN  | GERMANY   |
|----------------------------|--|---|--|---|
| Create theoretical models  | Florence, Bolzano, Grottammare                 |   | Municipality of Granada, Barcellona PRMB       | Municipality of Bremen                                  |
| Create reproducible models | Florence, Bolzano, Grottammare, Modena Pomposa | Saint Denis, SEL de Beauce, Monoprix, Paris |  | Bremen City Office, Municipality of Hanau, Ver.di Union |
| Create experience          | San Felice, ECIPAR Time Bank                   | Rennes                                      | Barcellona Time Bank, Barcellona Optima Nestlè | City of Hamburg, Municipality of Bremen                 |

## 4.5 Final conclusions

On the basis of the compilation of the set of indicators, the examples of "good practice" chosen and compared can be divided into three groups:

- 1) The first group includes complex policies and initiatives that can represent a theoretical and practical reference model for other cases (the model is referred to for intervention to be localized in other urban contexts). Examples

include the time plans of Bolzano and Florence, and the participation and cohesion policies of Grottammare. In these cases other initiatives derive from the "model".

- 2) The second group includes initiatives that do not necessarily represent "type" models, but are nevertheless significant examples that can be reproduced in other similar contexts. Their impact is thus more limited. Examples include the renovation of the "Pomposa" area in Modena, the Monoprix stores in France, the Bremen Municipality.
- 3) The third group includes circumscribed initiatives, or those deriving from established "type models". They form and reinforce experience. They can, in any case, be reused and adapted to different contexts if they provide a response to the problems of another territory/city, like the needs of immigrant populations for childcare. Examples include the San Felice nursery school and the ECIPAR Time Bank in Rimini.

**However, the intention is to underline most clearly the relationship between time policies and social cohesion, which seems now to characterize the most innovative time policies, like the balance participation of the Grottammare Municipality, the policies of Saint Denis, and even the integrated transport plan of the united Municipalities of the Barcellona area. In the other cases chosen as "Good Practice" on which to test the set of indicators, the orientation towards "understanding, integration, conciliation" again emerged as a priority. This is achieved through the management of the time made available to citizens of a city or district, of the diverse aspects of daily life between men and women, between generations, between different cultures: the objective is to promote social cohesion as a central aspect of the "good government" of a community and territory.**

Effectively, the study conducted in the partner countries (Italy, France, Spain, Germany) reveals a considerable variation in the theme of time policies, both between countries and within each country, ranging from limited interventions to complete territorial plans. At the same time the study reveals a common fabric, a dispersion of experience that can be compared and, when suitably assessed,

represent a **fabric of "Good Practice" to be transferred to new countries** that are entering or will one day enter the European Community.

Indeed, precisely in this sense, time policies can offer direction both for a model of "good government" and a social cohesion project that is valid for the new Europe.

## **PART 2 NATIONAL REPORTS**

### **CHAP. 1 NATIONAL REPORT. ITALY**

#### **1.1 The Italian scenario. Time policies, urban plans, social budget participation**

From the 1980s to the end of the last century urban time policies were a distinctive aspect of government policies in Italian cities. Provided for in national and regional legislation, these policies were articulated in studies, that became ever more numerous, involving a number of scholars from different disciplines<sup>15</sup>, and in concrete intervention of major or minor complexity (passing from single interventions in service opening hours to opening schedules and city time plans). Orientations and policy measures developed that were unique to Italy, and subsequently observed by other European Union states who wanted to develop similar policies.<sup>16</sup>

#### **1.2 The legal-institutional framework**

Expressing a consistent "popular" movement conducted by women's organizations and through a law arising from popular initiative, a relatively simple legislative framework identified the basic institutional figure to whom responsibility is delegated for promoting time measures as an innovative feature of "good government" of the city. The legal act is art. 36, par. 3 of the law relative to the regulations for Local Bodies. It identifies the Mayor as the figure responsible for coordinating other public and private subjects in order to harmonize the operating times of the main public and private offices and services that involve

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<sup>15</sup> Cfr. M. C. Belloni, *Le politiche dei tempi della città*, in M.C. Belloni, F. Bimbi, edited by, *Microfisica della cittadinanza*, Milano, F. Angeli, 1997; S. Bonfiglioli, M. Mareggi (a cura di), *Il tempo e la città tra natura e storia. Atlante di progetti sui tempi della città*, "Urbanistica Quaderni", n.12, 1997

<sup>16</sup> See: Jean-Yves Boulon, Ulrich Mueckelberger, *Times in the City and Quality of Life*, European Foundation for the Improvement of Living and Working Conditions, BEST n.1/1999, Dublin.

citizens/users.<sup>17</sup> Subsequently some regions issued their own local laws applying the national legislation, and assigning financial resources to sustain design and experimentation by local councils.<sup>18</sup>

There was thus an interweaving of political-institutional levels that constitutes, in our opinion, a unique aspect of the Italian case.

Summarizing the political and legislative action that supported the time policies, the development was: laws on popular initiative "Women changing the times" in 1989 → L.142/90, art. 36, par. three: the Mayor becomes responsible for coordinating and harmonizing the times of public and private services → 9 laws issued by the Regions implementing art. 36 (1992-98) → finally, national Law no. 53/2000 (Chapter VII, "Times of the city").

In addition, the national legislation that reformed some service sectors, issued over the last decade, has often highlighted how the "times and opening hours" factor is an essential prerogative for the good functioning of services, helping to shift attention towards time policies.<sup>19</sup> Even though the real changes were slower and more difficult to implement than the laws themselves would have permitted.

Regarding the regional laws implementing art. 36 of L.142/90, they indicated contexts and instruments for the design of city opening schedules, promoting an evolution of the policies activated by the councils:

The initial task was to promote and sustain the start up of time policies in the councils, in particular as service policies, in response to the varied forms of organization of individuals in everyday life. Specifically, these were the extension of the hours of public administration offices, computerization of procedures,

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<sup>17</sup> Law 142/90; l' art. 36, par 3 and subsequent modifications states: "The Mayor coordinates and organizes, on the basis of the instructions of the council committee and in relation to any criteria expressed by the Region, the opening hours of commercial services, public bodies and services, as well as, in agreement with the officers with territorial authority in the administrations involved, the hours of opening to the public of public offices located in the territory, in order to harmonize the provision of services with the overall and general needs of the users".

<sup>18</sup> In 1992 Liguria Region followed by Marche and Tuscany; in 1993 the laws of Lazio, Valle d'Aosta, Veneto e Friuli-Venezia Giulia; then the laws of Emilia-Romagna and Piemonte (1994 and 1995). Finally Tuscany Region in 1998 issued the new Law 38 of 1998 replacing the previous, strongly linked to territorial planning.

<sup>19</sup> Some relevant examples include: Legal Decree 29/93 on the hours of public administrations; Legal Decree 114/98: liberalizing commercial opening times; 1997: Child services plan; Decree 27 March 1998 on sustainable mobility (institution of the *mobility manager* in cities of a certain size for commuting, with intervention to desynchronize hours); L. 328/2000 re-ordering and integrating territorial assistance services.

information and reception of citizens (URP), flexibility (initial) of educational and assistance service hours, diversification of commercial hours.

The instruments referencing the action of councils for the orchestration of public and private protagonists include committees, protocols of inter-institutional agreement, program agreements. In order to involve citizens and associations, the laws indicated forums, opening time consultancy, observatories, etc., These instruments were to be adapted to specific situations, and repurposed from Law 53/00 in relation to the "Territorial plan for city time schedules".

The second generation of regional laws promoted the passage from public policies on single areas of service to public policies of the CITY overall, sustaining urban quality as the collective heritage for women, men, and children. These laws promoted (and financed) projects referring to mobility, transactional services connected with the civic networks, the design of public spaces (squares, streets, suburbs), creating opportunities for integration in improved usability and liveability. There were also new services, like time banks, based on social networks and neighbourhoods. The Region of Tuscany (1998) also systematically integrated, at all levels, the theme of harmonization of times in the territorial programming instruments.

Finally, law no. 53/2000<sup>20</sup>, in the framework of policies helping mothers and fathers "reconcile" their schedules, Chap. VII again takes up the issue of times and city scheduling indicating in the "Territorial time plan" the policy instrument for which the Mayor remains responsible. The novelty consists in the fact that the working hours of women and men living in the city and surrounding territory are no longer excluded from the local initiatives of the "Plan", given the fact that business associations are included in the social dialogue together with the trade unions.

### 1.3 Temporal and territorial scale of urban policies

The scale of application of the experience matched the political and legislative dimension, that at different levels brought out, and gave strategic relevance to, the issue of women's movements for the liveability of the city and the quality of services.

From the initial studies, that started from an analysis of the needs of subject and of women in particular, they passed on to the construction of models for changing the hours of services, considering the system as a whole, arriving at the intersection and re-construction of the spatial dimension of cities<sup>21</sup>. Connections and synergy were established between the different fields and systems of third parties. Times, opening hours and spaces were seen in their interactions, conditioning, among other things, the day to day experience of those who live and move in cities.

Urban time policies thus become dominant policies for urban space and time.

*"On one hand, politicians, experts, and consultants have constructed the process architecture of these policies as a "fact" and city "scenario" to offer to the social actors, especially management classes: the city of urban time policies is, in other words, conceived as a collective construction, with a multiplicity of actors that aggregate around an idea of the city that achieves definition within the processes of concrete transformation.*

*On the other hand, the projects and time plans first of all, and in a more accentuated way than in other European examples, assumed themes that included the physical design of the settings. In Italian time policies the principles of cohabitation of citizens and temporary visitors, of hospitality and the sociable nature of city locations and areas for stopping and waiting, giving back citizens open public spaces like courtyards, streets, or squares, the differentiation of hours*

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<sup>20</sup> With the title: "Provisions for the support of maternity and paternity, for the right to care and education, and for the co-ordination of city hours".

<sup>21</sup> See the projects for the 100 squares of Rome that reacquired their diverse characteristics, the PRO of Pesaro that foresaw intervention for the revitalization of Piazza Redi (1997). See also the research/action conducted by R. Villeneuve, Eurexter President, on commerce in France, playing on the aspect of commercial services - centres dispersed in the suburbs and concentrated in the old city centres, in: *Tempi di vita e orari di lavoro*, Minutes of the Congress organized in Milan by Eurexter 2, October 1999.



on a territorial basis in the organization of services, have become the criteria for action".<sup>22</sup>

Subsequently, and in recent years, the vision of a system became even more extended, to the point of including areas of study and intervention linked not only with services, but with individual working hours. For example, it was highlighted how the duration and location of different working hours requires diversified service hours to integrate with personal and family needs (first of all, services for young children), connecting the single individual/space/time with the collective society/space/time. Thus all policies that operate in the theme of "conciliation" can be traced back to the time policies.

#### **1.4 New types of work and hours**

The question of working hours has become even more pressing recently, with the proliferation of new types of work and working hours that, in addition to enormously differentiating social/individual time, also create certainty or precariousness depending on the characteristics of the employment (fixed term, temporary, part-time, etc.). The concept of "flexibility" takes on much wider dimensions and implications than simply working hours.

In relation to flexibility, the main elements identified, with reference to recent studies and field research, are<sup>23</sup>:

- 1) Flexibility of working hours connected with market demands, which mean, for example, that there are periods of the year in which people work less and other periods when working hours are extended to the maximum. These are hours imposed by companies, or by the worker in the case of time banks, with combined daily hours, part-time, etc. In cases of specific agreements, personalised adaptations and adjustments can be established.

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<sup>22</sup> M. Mareggi, in Comune di Bolzano, *"Patto della mobilità e Piano dei tempi e degli orari. Una prospettiva europea"*, Urbanistica Quaderni, n. 26, Inu Edizioni, Roma, pp. 119-140.

<sup>23</sup> M. Merelli, P. Nava, M.G. Ruggerini, *Modelli e strategie family friendly nelle imprese sotto i cinquanta dipendenti in Italia, Francia, Spagna, Germania*. Study realized with the support of the European Commission DG V, Equal Opportunities Unit

2) Flexibility of working hours deriving from the needs of people working in companies.

In the latter case, a discriminating factor is whether the role is as an employee or an independent, especially in companies that are founded already on a specific project, in which the principle of "conciliation" underpins the concept of the company itself: self organization, reciprocal help, work as part, perhaps an important part, of a lifestyle that requires compatibility with other things, and accepts economic limits in exchange. In these cases the creation of time blocks in the day, week, or month are frequent, but there are also forms of rotation that offer greater space for individual time.

It could be observed that when companies are founded on the premise of harmonically combining work with other spheres of life, these are almost always companies run by women (although there are also rare cases of men, who more often want time to study or conduct other unpaid activities): businesswomen, members of cooperatives, perhaps with young children, who want to choose their hours, and manage their own work time, have more days free per week, or a week free in the month. Basically to have more personal liberty and "time to themselves", even if this means a lower income.

### **1.5 Territorial networks and conciliation of living time schedules**

Law 53/2000, as mentioned earlier, opens important innovative possibilities, raising the design of time policies to a territorial level, increasingly in a "network" logic involving the most diverse subjects (institutions, companies, associations, services, individuals, etc.).

It is not easy to make the jump in quality promoted by the law in question. This requires a strong political and projective commitment from the council, which must "bring together" and "convince" public and private subjects, from employers' organizations to trade unions, of the need and value of finding convergent grounds for the organization of time, working hours, and services.

This was the logic for the action of the "The network in/Council" project in the territory of the city of Forlì in 2001-03.<sup>24</sup> It strived to establish a territorial system in which the issue of work and service scheduling were considered together in order to promote, in different contexts, intervention capable of incorporating the workers' need for time for looking after children, for an improved quality of life. This was thus a "partial" perspective because it was centred on people living through a particularly busy stage in their lives, with the need to take measures, sometimes only minor, that could allow them to better put together the different pieces of their daily lives. Nevertheless, more general lessons can be learned from the initiative. The "new" idea was that the Council was the promoter and guarantor of various laboratories of experimental intervention, so as to create a network of opportunity to apply in different sectors and places of work.

What were the results? The demonstration not only of the practical possibility of intervention aimed at "conciliation", which nevertheless requires monitoring during application, but also the practical possibility of a common effort (and lines of orchestration), admittedly not immediate nor simple, between diverse institutional and economic bodies that accept a view that sees beyond their own work organization requirements.

This makes it an example of "good practice" that could be transferred to other contexts, with other subjects, for other types of intervention.

## 1.6 The selected cases

In Italy 5 cases were chosen, with completely different characteristics. They range from the two opening hours schedules for Florence and Bolzano, to the socio-environmental renewal of the "Pomposa" area in Modena, to the time bank of

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<sup>24</sup> *La rete in/Comune* - Integrated project FSE, Regione Emilia-Romagna, Ministry of Labour and Social Insurance (point 3, Sec. E, Committee decision no.1734 of 31 July 2001). The project was governed by a committee consisting of: Forlì Council, project partner and co-ordinator, the Efeso company, owner of the same, the *LeNove* company with the task of operatively linking all actions and accompanying single actions, the associations representing companies Assoindustria, CNA, Confartigianato, Legacoop, and Confcooperative; the territorial confederate trade unions CGIL, CISI and UIL, representatives of employees and trade unions from individual partner companies and so of Electrolux Zanussi, the Cad and Acquarello social cooperatives, the Forlì Consortium of Social Solidarity.

ECIPAR srl in Rimini, to the "Hakuna Matata" Children's Area in San Felice. Finally, the case of the Grottammare Municipality (AP), an experience referred to as "Balance Sharing".

The decision to examine cases that were clearly different, some profoundly, was in order to get an idea of the variety of initiatives that have affected and continue to affect the space-time logic of the city. This without forgetting, as already mentioned, the cases of modification of working hours for the conciliation of living times, or also, cases that would merit a chapter dedicated just to them: the increasing frequency of company, or combined company/territorial nurseries, also as a result of recent legal provisions that partially subsidize them (for example, the company nursery of Tod's di Della Valle in Marche, or the and local company nursery of Modena General Hospital).

### ➤ **The Urban Time Plans and Opening Time Schedules**

In the cases of Bolzano and Florence, representative of plans in other cities including Rome, Milan, Pesaro, Piacenza, Turin, Genoa, Prato, etc. "The general view of the city guided the passage from single "time-saving-actions" to the search for a policy for the transversal coordination of the different service areas and sectors in the urban context. It found its most frequent formulation in a Time Plan and Opening Time Schedule, often sustained by the new design structure of the City Time Office. This meant a plan introduced alongside others (general city plan, transport, etc.) with the function of stimulating reciprocal attention, dialogue, and design collaboration. The objective certainly was not (and remains not) to clog up the administration with another rigid instrument, but to promote the connection of areas of city life that cannot function separately. Neither can they function separately within the council's administrative machine".<sup>25</sup> The plan generally coordinated intervention for the change of hours (diversification, extensions,

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<sup>25</sup> M. Merelli, *I tempi della città: bilancio e prospettive del coordinamento dei tempi sociali*, in: *Famiglie imprese città. Dalla legge 53 del 2000 nuovi scenari di conciliazione fra tempi di cura e di lavoro*, minutes from the National Congress sponsored by Emilia-Romagna Region, Social Affairs Department, Bologna, 7 March 2001.

special days) in different service sectors: public offices of the various bodies, schools, transport, commerce, personal services, communication and information, culture.

### ➤ ***Socio-environmental and spatial-temporal reclassification***

Regarding the "Pomposa" area in Modena. In this type of intervention parts of the city are reclassified for recuperation, with spatial and social integration of different subjects, social spaces and "non spaces". This posed the need, among others, for an integration between the different disciplines that insist on the time-oriented city and town planning, which cannot ignore the social relations to which the plan refers, and the paths to mobility that it can activate or contain. Often what was needed was to look with new eyes at old problems: for the revitalization of areas that have become inhospitable, the reclassification of streets and squares, the maintenance of buildings and the activation of the means for social relations and the safety of citizens.

### ➤ ***Time bank***

Regarding the case developed by ECIPAR in Rimini. The "Interethnic Time Bank" is a place in which exchanges are made: as in all time banks (that have spread to all cities), the people that join make their time available for specific "services" and expect to receive "services" from others. The INTERETHNIC TIME BANK is unusual because it unites people, including foreign immigrants, with a contract founded on the recognition of the social dimension of the self and others, on reciprocity, parity, equality, and mutual respect. It creates the opportunity to enter a context in which supply and demand are socialised in a responsible role, based on relationships of parity and solidarity. Among other things, a multi-ethnic children's home is annexed to the structure.

### ➤ ***Innovative services for small children***

Among the many examples, the Children's Space in San Felice (Modena) was chosen for its innovative flexibility. The service was created in response to the innumerable needs resulting from the progressive increase in the number of

families with both parents working, and immigrant families that cannot count on the resources of extended family or neighbours. The increase in the offer of temporary work that requires extreme flexibility and frequent changes in time distribution, created a need for a service for children that more closely matched the needs of the area and of mothers. Unlike a "traditional" nursery school, access to which is almost reserved to families in which both parents work and that have no members of their family available for help, the "Children's Space" offers wider availability, also responding to needs that arise during the scholastic year and temporary requests for service, in line with the needs of temporary workers.

➤ ***Social participation in municipal budgeting***

This is an instrument that has been perfected by some Italian Councils in recent years in order to encourage the participation of citizens in the identification of problems in their everyday lives and the formulation of subsequent policy decisions actuated by the administration: decisions that are reflected in the Council Balance and the assignment of public funds. These include intervention in the issue of times and social liveability. The case chosen in this research regards the Grottammare Municipality (AP). The Council Administration, in 1994, established "Neighbourhood Committees" in all the areas of the city, and in particular in Ischia II, with 5000 inhabitants, peripheral and constructed in the 1960s with countless problems associated mainly with immigration. Assemblies are held in all the areas with the participation of all the inhabitants. They evaluate the initiatives taken and program those to be taken in the future. They do not have defined institutional powers but their opinions are reported to the Council Committee where the final decisions are taken.

## THE ITALIAN EXAMPLES

### TYPOLGY

|   |  |   |                 |   |  |
|---|--|---|-----------------|---|--|
| Florence Municipality<br>Time Office  | City opening time schedule (Thursday for citizens; school hours) | Public Administration networked with privates | Continuous mode | Central Functions<br>Planning, research, multi-sector plan, networks, communication                 | Transverse Functions<br>Information, creating consent                  |
| Bolzano Municipality<br>Councillor  | City opening time schedule                                       | Public Administration networked with privates | Continuous mode | Central Functions<br>Planning, research, multi-sector plan, networks, communication                 | Transverse functions<br>Information, creating consent                  |
| Grottammare Municipality (AP)<br>Mayor and Council Committee                  | Balance participation  | Public Administration networked with privates | Continuous mode | Central Functions<br>Planning, multi-sector plan, networks, communication                           | Transverse functions<br>Information, creating consent, social cohesion |
| Modena Municipality<br>Councillor<br>Economic intervention                    | "Pomposa" spatial-temporal reclassification                      | Public Administration networked with privates | Continuous mode | Central Functions<br>Planning, research, sector plan, networks, promotion and marketing, evaluation | Transverse functions<br>Increase of competence, social cohesion        |
| San Felice (MO) Municipality<br>Councillor school and nursery school services | "Hakuna Matata" Children's Space                                 | Public Administration                         | Continuous mode | Central Functions<br>Sector plan  | Transverse functions<br>Social cohesion                                |
| ECIPAR srl (RI)   | Time Bank  | Private bodies                                | Continuous mode | Central Functions<br>Sector plan  | Transverse Functions<br>Social cohesion                                |

## RESULTS

|  |   |   |  |   |                    |
|--|---|---|--|---|--------------------|
| Florence<br>Municipality Time<br>Office  | Goals<br>Participation;<br>planning service                                       | Products<br>2 Activities<br>started/conclude<br>d; network<br>created and<br>social group<br>involved | Actions<br>Studies,<br>activation of the<br>strategic plan,<br>project<br>management<br>actions,<br>customer<br>satisfaction                       | Effectiveness<br>Results relevant,<br>adequate,<br>practicable.<br>Goals<br>coherent,<br>pertinent,<br>conforming | EVALUATION***<br>5 |
| Bolzano<br>Municipality<br>Councillor  | Participation;<br>sustainability;<br>planning service                             | Activities<br>started/conclude<br>d; network<br>created and<br>social group<br>involved               | Studies,<br>activation of the<br>strategic plan,<br>actions of project<br>management,<br>customer<br>satisfaction                                  | Results<br>relevant,<br>adequate,<br>practicable<br>coherent,<br>pertinent,<br>conforming                         | 5                  |
| Grottoammare<br>Municipality<br>Mayor and<br>Council<br>Committee                      | Social cohesion;<br>sustainability;<br>participation                              | Activities<br>started/ongoing;<br>network created<br>and social group<br>involved                     | Activation of the<br>strategic plan,<br>customer<br>satisfaction   | Results relevant,<br>adequate,<br>practicable<br>coherent,<br>pertinent,<br>conforming                            | 5                  |
| Modena<br>Municipality<br>Councillor<br>Economic<br>intervention                       | Social cohesion;<br>sustainability;<br>participation;<br>management of<br>leisure | 1 Activity<br>started/ongoing;<br>network created<br>and<br>groups/protagoni<br>sts involved          | Studies,<br>activation of the<br>strategic plan,<br>actions of project<br>management,<br>evaluation<br>studies, polls,<br>customer<br>satisfaction | Results relevant,<br>adequate,<br>practicable   | 5                  |
| San Felice (MO)<br>Municipality<br>Councillor school<br>and nursery<br>school services | Social cohesion;<br>social integration  | 1 Activity<br>started/conclude<br>d   | Activation of the<br>strategic plan,<br>customer<br>satisfaction   | Results<br>practicable  | 3                  |
| ECIPAR srl (RI)  | Social cohesion   | 1 Activity<br>started/ongoing;<br>network created<br>and social                                       | Activation of the<br>strategic plan  | Results coherent,<br>practicable  | 3                  |



|  |  |                              |  |  |  |
|--|--|------------------------------|--|--|--|
|  |  | groups/protagonists involved |  |  |  |
|--|--|------------------------------|--|--|--|

|                                |   |
|--------------------------------|---|
| Florence Municipality          | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has produced activities<br>Has promoted a "virtuous cycle"<br>Has created reproducible theoretic models<br>Has created models of reproducible interventions   |
| Bolzano Municipality           | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has produced activities<br>Has promoted a "virtuous cycle"<br>Has created reproducible theoretic models<br>Has created models of reproducible interventions   |
| Grottammare Municipality       | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has produced activities<br>Has promoted a "virtuous cycle"<br>Has created reproducible theoretical models<br>Has created models of reproducible interventions |
| Modena Municipality<br>Pomposa | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has produced activities<br>Has promoted a "virtuous cycle"<br>Has created models of reproducible interventions  |
| San Felice Municipality (MO)   | Has obtained the goals<br>Has responded to the needs<br>Has produced activities   |
| ECIPAR srl Time Bank (RI)      | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has produced activities   |

## 1.7 Conclusions

A few points can be underlined as conclusive reflections on the analysis carried out on the selected examples of city time policies.

- In Italy, in the decade from the end of the 1980s to the year 2000, real political and programming scope was given, not only to intervention in times, but to genuine time policies, interweaving different levels of intervention. These ranged from legislative acts on a national and regional level, to city time plans, to the restructuring of the timing of various services.
- From the primary initiative arising out of the needs of women, "conciliating" their own time with that of others, more wide-ranging and complex interventions developed, involving the entire population taken as a whole and divided into specific components: social groups, age groups, new emigrant groups, etc.
- The focus of time policies has changed. On one hand it has widened to include the reference territory in a systematic vision of interrelations, and on the other hand it has integrated and included work times into its design, involving businesses and trade unions, interweaving the needs of individuals with the generalized response of organizations. For this reason conciliation policies have assumed great importance.
- Finally, a further development emerged, in which the theme of time took on a more general significance, aspiring towards social cohesion. Many recent interventions accentuate the aspects of integration, cohesion, and, above all, participation promoted by city time policies.

### Special thanks to:

Florence Municipality Time Office

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Marco Mareggi, Milan Polytechnic, Piacenza site

Grottammare Municipality

Ludovica Cottica, Economic Intervention Councillor, Modena Municipality

San Felice Municipality

ECIPAR Rimini Time Bank

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## **Chap 2 THE NATIONAL REPORT. FRANCE**

### **2.1 The French context**

Even if discussion of time issues has been recorded since the sixties, it has not really taken a significant place in the social, cultural or economic scene in France. However, during recent years, city time offices appeared in some French cities

and also slightly more attention to balancing time between family and professional life was shown by certain companies.

In France, city time offices are born due to DATAR, (Délégation de l'Aménagement du Territoire et de l'Action Régionale), which in 1999 launched a prospective program on time and territory. This program will be followed by financial aid that will co-found a number of city time offices.

Another subsequent input was given by the European Commission, that helped the constitution of a network. This network, composed from people working in this field, is a real platform for information exchange, action analysis, tool and method testing. The European Commission helped the constitution of networks like Eurexter that also participates in the opening of the city time offices. Most the city time offices in France are involved in the European Employment program: Now, Adapt, Equal, etc.

The very relevant input coming from the Italian initiatives on time issues, worked as a facilitator and helped to develop city time office in France by disseminating action methodologies and organisation in a very practical way.

A number of facts concerning changes in the social rhythms of the people living in cities came to the awareness of certain municipalities:

- The significant increase in non regular working schedules, in our services society, that compels organization of much more flexible working hours, leaving behind more structured and regular working schemes. For example in Paris, one person out of three has non regular working hours. The percentage is much higher in the city of Saint Denis.
- The evolution of life style and the new family organizations: growth in the proportion of women workers, increasing numbers of single parental families, a greater investment in time for the individual, for the family and not only for working life.
- The lack of synchronization between individual times and collective city service times.

Some cities which are very much concerned in developing quality of life through time balance between professional life and family life started to set up time policies. One of the tools used to coordinate and pilot development action linked to time is the City Time Office.

Nowadays, a few French cities have developed initiatives in the framework of city time offices. The first were: Saint Denis, Poitiers, Territoire de Belfort, Rennes, department of Gironde, followed by Paris, Lille, Nancy, Amiens, Le Havre, Marseille, Valenciennes.

On the side of companies, their interest in balancing time between professional life and family life has never been very marked, although some of them showed more concern, given that, compared with their European colleagues, French women have more children and work more (J. Fagnani, 2000 ). This is confirmed by the recent "baby boom" underway in France since 2000. We can distinguish two phases during which the commercial sector took time issues into account:

- First, during a period of marked unemployment, some companies get involved in the solidarity effort by developing internal "conciierge" services for their employees. Those initiatives have an impact for the employees, providing services that help them in tasks linked to their family lives, offering them more free time. These services are offered by unemployed people hired to do this work, with a local impact on economic and social development. The collaboration and partnership with local associations and SMEs is still increasing in this local development.

The second phase, more recently, in the 90s, has a more internal perspective and an approach that has more to do with human resources. The approach consists in liberating the employees of daily constraints in order to make them more receptive and disposed to their work. For the enterprise it is also a means of retaining human resources with potential inside the firm, in the current strong economical competitive environment, aiming to:

- Keep employees in the company by giving them "well being".

- Increase the company appeal, in sectors that have difficulties finding manpower.

Those initiatives are sometimes inside a more global approach of Corporate Social Responsibility, where the company develops and markets a social image, with the idea of helping the employees to diminish the tensions they experience in their everyday lives by trying to balance their professional and family lives.

The French law on time reduction, confirms the trend for companies already involved, and increases the perception of others, of the tensions felt in particular by women in time balancing in life.

## **2.2 Time policies**

On a national level, the question of balancing work and life arose out of family policies. Family was the way to approach this issue. The measures taken by the family policies had the effect of keeping women out of the labour market and confining them to their role of mother and housewife, with a "single salary allowance", (Marie Thérèse Letablier s, 2003).

During the 70s, women got more and more involved in the work force and the salary allowance was abolished. The pressure also applied by the feminist movement and the trade unions on equal opportunities in the working place led to the opening of public day-care facilities. The government began to set up community funded day care centres in an attempt to attract women into the work force.

The measures taken in the 80s gave mothers the choice of working or staying at home.

At the end of the 90s, the new French socialist government explained its willingness to launch a "new family policy", inspired by ideas of social justice and gender equality.

Mothers are helped to keep their jobs. The financial aids and the emphasis have been shifted to parents rather than the family ( M.T.Letablier, 2003).

The "35 hours law", made to improve employment, also had the objective of improving the balance of work and family times: a response to the demands of employees for more time free and a better balance of work and life (M.Aubry, exposé des motifs de la 1ère loi Aubry devant l'Assemblée nationale, dec 1997) . The aims of the law reducing working time were presented by the Minister of Labour and Social Affairs to parliament in 1997, in the following order:

- 1 Sharing work in order to stimulate job creation.
- 2 Improving company's performance by reorganizing work and increasing flexibility.
- 3 Increasing time dedicated to social and family life in order to improve the everyday lives of workers.
- 4 Implementing negotiation at the firm level rather than at a branch level

The introduction of this law has, for many companies, led to a clearer perception of the theme of balancing family and professional times, and the lack of equal opportunities between male and female workers. The results of the 35 hour week in France show that women, and in particular executives, are satisfied with the free time they acquire. Less qualified women enjoy more intensity in a working day, more flexibility, less pressure from schedules since the introduction of 35 hours (R. Silvera, 2002).

On a local level, through the city times offices, municipalities are instituting public policies that are more individual oriented than family or mother oriented. The actions and experiments consider people as having multiple functions: worker, parent, citizen, etc.

The initiatives launched by the cities are considered as a means to improve the quality of life, social cohesion, equal opportunities.

- Adapting and creating new child care services.
- Reorganizing public services and making them easier to use.
- Reorganizing transport and facilitating mobility.
- Creating cultural events with new, more convenient schedules.
- And so on.

## **2.3 The five cases**

The French cases were chosen in order to get a variety of initiatives emerging from different types of protagonist. The municipalities, as public entities, in order to get an overview of the French reality regarding the real blossoming of city time offices: Rennes, Saint Denis, Paris. A special concern was to have a case within the commercial sector in order to have the approach of a company that works with extended hours, the Monoprix stores have opening hours from 9 am to 10 pm. The last case comes from individual initiatives in Provence and works as a local time bank: SEL de Beaucet.

### **Rennes and city times.**

#### **Goals and intentions**

Rennes is a city of 230 000 habitants and for a few years now it has been developing social time balancing actions as a way to increase the quality of life in the city. Different types of service are proposed in different domains. Childcare facilities, transport, public services located on single sites giving access to a lot of information and public bureaucracy, cultural services open at lunch time and after hours. In the context of an equality project, "Rennes et égalité des chances", the city works with different economic social and cultural partners on social times as a way of fighting discrimination that affects women in particular. Two social categories were chosen: cleaners and executive women. The experimentation made on these two populations working with extended, non typical schedules, were to be used as a test group in order to disseminate and generalize the experience with other target groups.

#### **Process and products**

The Rennes city time office plays an stimulating role at different levels:

- Diagnosis: studies and meetings in order to get a better understanding of the needs of the inhabitants and the economic actors.



- Negotiation: a time commission coordinated by the CODESPAR, including the Women's rights delegate, employers, employees representatives, NGO, works on different themes with the objectives of proposing new solutions in order to increase employment and the quality of life.
- Information, consciousness raising on those issues with conferences, practical information on web site, distribution of films.

Those multiple actions should increase the development of new working organizations, permit the adaptation of existing services, help the creation of new services linked to living time, and generate a new spirit for all the local protagonists in the balance of living time.

## **Saint Denis**

### ***Goals and intentions***

Reduce disparity, develop the quality of life, increase social cohesion and local democracy, create an integrative development - these are the main concerns of Saint Denis City Time Office, defined as:

- Consciousness raising and getting the territory's protagonists involved: inhabitants, companies, public services, NGO on living time issues.
- Bring a complementary analysis to city issues emerging from the actions and studies conducted by the city time office.
- Share knowledge at a local, national, European level through networks.

### ***Products and process work.***

The Saint Denis's approach exploits existing dynamics and groups organized in some of the Saint Denis districts.

Initiate a transversal approach to mobility issues, transport, childcare facilities, city centre entertainment, tourism, commerce, city night life.

## **Bureau des temps Paris**

### ***Intentions and goals***

Increase Equal opportunities, develop social cohesion, increase participation in creating consent between local protagonists - these are the main paths followed by the Paris city time office whose main concern is to develop efficient public services in order to facilitate the every day life of citizens, parents, individuals, workers, etc.

### ***Products and process work.***

- Having the local protagonists participate in the implementation of concrete solutions to help Parisians better organize their living time, reinforce social cohesion, reduce inequality, mostly between men and women and in exclusion situations.
- Increase the daily quality of life, guaranteeing each individual easy access to the necessary activities for their personal and social equilibrium. This should be achieved with an improved balance of personal and family times, and with the public services offices.
- Implement territorial policies integrating notions of space and time and providing easier access to public services, revaluating the territory.
- Respond to the evolution of modern life for Parisian citizens, regarding time reduction, life rhythm diversification, and free time development.

The Paris City Time Office is under the responsibility of Anne Hidalgo, first deputy mayor of Paris in charge of equal opportunities between men and women and the city time office.

## **Monoprix**

Monoprix stores are part of the Galeries Lafayette group, 300 Monoprix stores are dispersed around the country.

### **Goals and intentions**

Monoprix's actions aim to:

- Promote equal opportunities, take part in the social integration of immigrants, propose new services to employees in order to facilitate living time balance.
- The actions are part of a more global strategy of sustainable development, and specifically aimed at the social aspect.

### **Products and process**

The time initiatives led by Monoprix is part of an equality project addressing "the balance of professional and family time" for employees. The negotiations held for setting up of the 35 hour law exposed the tensions, inequalities, mostly borne by the women employees in order to balance their family and working life.

Mobility project: bringing the work location and home closer together for employees and specially for lowly qualified ones.

Information services on the web,

take into account the time dimension for a better optimization on when hiring new staff and diminish the number of employees leaving.

## **SEL de Beaucet**

The Système d'Echanges Local de Beaucet is an independent organization that arose from individual initiatives with a political background, Located in Provence. It operates around this small village in the Vaucluse area.

### **Goals and intentions**

- The objectives of SEL de Beaucet Develop are to network exchanges in a rural zone and increase social cohesion.
- Give a value to and recognize the skills of individuals, skills that, perhaps, do not find a space in the capitalist economic system.

- Introduce elements of a more sustainable social economy where value is given to time and not money.

### **Products and process**

The SEL works as a time bank with exchanges of services, knowledge, expertise, etc. between members and where the measure of value is the salt grain, converted into a time unit.

## **2.4 Conclusions**

Various factors can be clarified from this study on time issues:

- The European Commission has given a real impulse to balancing family and working life. This is now also taken into account by important bodies as well in cities and companies, even if it is not a particularly strong movement.
- Time issues can be a powerful guide for new actions and practices. Balancing living time shows the need to:
  - Work within a network approach, helping to get information and practical exchanges, which for some protagonists is a very new work process.
  - Examine equal opportunity issues between men and women, giving profile to this idea.
  - Lead actions within a territorial approach, with the implication of different types of local protagonist in a dynamic of social dialogue, local democracy, increasing social cohesion.
  - Decentralize family life and professional life with a concrete analysis of the interactions between those two spheres.
  - Include time issues in a larger and more global social project linked with sustainability development.

## **2.5 References:**

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## **Special thanks to:**

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Jeanne Weiss, Sel de Beaucet

**TABLE 4 CENTRAL AND TRANSVERSE FUNCTIONS**

| <b>PROTAGONISTS</b>                                | <b>CENTRAL FUNCTIONS</b>  | <b>TRANSVERSE FUNCTIONS</b>  |
|--|---|--|
|  | 1 Planning<br>2 Research<br>3 Plurisectoral work plans<br>4 Sectoral work plans<br>5 Construction of networks<br>6 Promotion and marketing<br>7 Communication<br>8 Evaluation | 1 Information<br>2 Increase of competence<br>3 Political training<br>4 Creating consent<br>5 Social cohesion<br>6 Gender empowerment |
| Municipality of Paris<br>City time office          | 2,3,4,5,7,8   | 2,4,5,6  |
| Municipality of Saint<br>Denis<br>City time office | 2,3,4,5,6,7,8   | 1,4,5,6  |
| Municipality of<br>Rennes<br>City time office      | 1,2,4,6,7,8   | 1,2,3,4,5,6  |
| Monoprix<br>Department store                       | 2,4,5,7,8   | 2,3,6  |
| S.E.L. de Beaucet<br>Time Bank                     | 5   | 1,2,5  |

**TABLE 5 GOAL INDICATORS**

| <b>PROTAGONISTS</b>                           | <b>PROMOTE :</b>  |
|---|---|
| Municipality of<br>Rennes<br>City time office | Sustainability<br>Social integration (referring to immigrants)<br>Planning services<br>Management of leisure/culture<br>Social cohesion<br>Participation<br>Equal opportunities<br>Gender empowerment<br>Conciliation of work and family life |

|   |   |
|---|---|
| PROTAGONISTS                              | PROMOTE :   |
| Municipality of Paris<br>City time office | Equal opportunities<br>Gender empowerment<br>Conciliation of work and family life<br>Social cohesion<br>Social and work integration /economic<br>Participation<br>Management of leisure/culture |

|   |  |
|---|--|
| PROTAGONISTS                                    | PROMOTE :  |
| Municipality of Saint Denis<br>City time office | Social cohesion<br>Participation<br>Equal opportunities<br>Gender empowerment<br>Social and work integration /economic<br>Conciliation of work and family life<br>Social integration (referring to immigrants)<br>Planning services<br>Management of leisure/culture |

|                              |  |
|------------------------------|--|
| PROTAGONISTS                 | PROMOTE :  |
| Monoprix<br>Department store | Sustainability<br>Equal opportunities<br>Conciliation of work and family life<br>Social and work integration |

|                                |                                  |
|--------------------------------|----------------------------------|
| PROTAGONISTS                   | PROMOTE :                        |
| S.E.L. de Beaucet<br>Time Bank | Social cohesion<br>Participation |

**TABLE 6     PRODUCT INDICATORS**

|   |   |
|---|---|
| PROTAGONISTS                                  | OPERATIVE GOALS IN RELATION TO THE PROJECT:   |
| Municipality of<br>Rennes<br>City time office | <p>1 Started activities, nr</p> <p>1 Created network, nr</p> <p>2 Involved social groups, protagonists</p> <p>OPERATIVE Products, nr</p> <p>1. Testing in the services, etc.<br/>(dissemination of the innovations, interventions for simplification, reconstruction of places, reorganisation)</p> <p>2. Conferences, meeting,</p> |

|   |  |
|---|--|
| PROTAGONISTS                                    | OPERATIVE GOALS IN RELATION TO THE PROJECT :   |
| Municipality of Saint Denis<br>City time office | <p>1 Started activities, nr</p> <p>1 Created social groups, protagonists</p> <p>2 Involved social groups, protagonists, nr</p> <p>1 Testing in the services, etc. (dissemination of the innovations, interventions for simplification, reconstruction of places, reorganisation)</p> |

|   |   |
|---|---|
| PROTAGONISTS                              | OPERATIVE GOALS IN RELATION TO THE PROJECT  |
| Municipality of Paris<br>City time office | <p>1 Started activities,</p> <p>1 Created network, nr</p> <p>conference, meetings</p> |

|                              |   |
|------------------------------|---|
| PROTAGONISTS                 | OPERATIVE GOALS IN RELATION TO THE PROJECT  |
| Monoprix<br>Department store | <p>1 Started activities,</p> <p>2 Involved social groups, protagonists</p> <p>1 Testing in the services (dissemination of the innovations, interventions for simplification, reconstruction of places, reorganisation).</p> |



|                                |  |
|--------------------------------|--|
| PROTAGONISTS                   | OPERATIVE GOALS IN RELATION TO THE PROJECT |
| S.E.L. de Beaucet<br>Time Bank | In process<br>2 Concluded activities,      |

**TABLE 7      PROCESS INDICATORS**

|   |   |
|---|---|
| PROTAGONISTS                                  | ACTIONS :   |
| Municipality of<br>Rennes<br>City time office | BENCHMARKING EXERCISES<br>ACTIONS OF PROJECT<br>PROJECT MANAGEMENT ACTIONS<br>POLLS ON ACCEPTANCE OF THE INTERVENTIONS :<br>Customer satisfaction |

|   |   |
|---|---|
| PROTAGONISTS                                    | ACTIONS :   |
| Municipality of Saint Denis<br>City time office | ACTIONS OF PROJECT<br>BENCHMARKING EXERCISES<br>POLLS ON ACCEPTANCE OF THE INTERVENTIONS<br>Customer satisfaction |

|   |   |
|---|---|
| PROTAGONISTS                              | ACTIONS :   |
| Municipality of Paris<br>City time office | STUDIES ON THE SOCIAL/GEOGRAPHICAL DEMAND<br>BENCHMARKING EXERCISES<br>ACTIVATION OF THE STRATEGIC PLAN<br>ACTIONS OF PROJECT<br>MANAGEMENT<br>POLLS ON ACCEPTANCE OF THE INTERVENTIONS |

|                  |   |
|------------------|---|
| PROTAGONISTS     | ACTIONS :                                 |
| Monoprix         | STUDIES ON THE SOCIAL/GEOGRAPHICAL DEMAND |
| Department store | ACTIONS OF PROJECT                        |
|                  | MANAGEMENT                                |

|                   |                                  |
|-------------------|----------------------------------|
| PROTAGONISTS      | ACTIONS :                        |
| S.E.L. de Beaucet | ACTIVATION OF THE STRATEGIC PLAN |
| Time Bank         | MANAGEMENT                       |

**TABLE 8 EFFECTIVENESS INDICATORS**

| PROTAGONISTS                                  | RESULTS                             | GOALS     |
|---|-------------------------------------|-----------|
| Municipality of<br>Rennes<br>City time office | Relevant<br>Adequate<br>practicable | Pertinent |

| PROTAGONISTS                                    | RESULTS                             | GOALS                 |
|---|-------------------------------------|-----------------------|
| Municipality of Saint Denis<br>City time office | Relevant<br>Adequate<br>Practicable | Coherent<br>Pertinent |

| PROTAGONISTS                              | RESULTS     | GOALS                            |
|---|-------------|----------------------------------|
| Municipality of Paris<br>City time office | Practicable | Coherent<br>Pertinent<br>Conform |
| Monoprix<br>Department store              | Practicable | Pertinent                        |

| PROTAGONISTS                   | RESULTS                 | GOALS                 |
|--------------------------------|-------------------------|-----------------------|
| S.E.L. de Beaucet<br>Time Bank | Relevant<br>Practicable | Coherent<br>Pertinent |

**TABLE 9 INDICATORS AND EVALUATION**

| PROTAGONISTS                                  | INDICATORS   | EVALUATION                                      |
|---|--|---|
| Municipality of<br>Rennes<br>City time office | Has obtained the intermediate goals<br>Has responded to the needs<br>Has produced activities<br>Has created models of reproducible interventions | 4. good<br>4. good<br>4. good<br>1. not present |

| PROTAGONISTS                                    | INDICATORS                                       | EVALUATION     |
|---|--|----------------|
| Municipality of Saint Denis<br>City time office | Has created models of reproducible interventions | 1. not present |

| PROTAGONISTS                              | INDICATORS   | EVALUATION                  |
|---|--|-----------------------------|
| Municipality of Paris<br>City time office | Has responded to the needs<br>Has created models of reproducible interventions | 2 unsatisfactory<br>4. good |

| PROTAGONISTS                 | INDICATORS  | EVALUATION                                       |
|------------------------------|---|--|
| Monoprix<br>Department store | Has activated/promoted human resources<br>Has produced activities<br>Has created models of reproducible interventions | 1 not present<br>1. not present<br>1 not present |

| PROTAGONISTS                   | INDICATORS   | EVALUATION                                     |
|--------------------------------|--|--|
| S.E.L. de Beaucet<br>Time Bank | Has obtained the goals<br>Has responded to the needs<br>Has activated/promoted human resources<br>Has created models of reproducible interventions | 4. good<br>4. good<br>3. sufficient<br>4. good |

## Chap 3 National Report. SPAIN

### 3.1 Introduction

The concept "time policy" refers to a group of measures oriented to improve time organisation of citizens, in order to help improve the quality of life and increase social cohesion, above all by rising participation of citizens in their community and in policy.

How people's and society's time is used and organised is related to the structure of the labour market, provision of public services, role division between women and men as regards looking after the family, etc. All this has effects on how the time policy is designed, which is important to bear in mind when evaluating its effectiveness.

The public sector can have wider competence when elaborating a time policy, although interesting interventions also exist in the private sector and civil society.

In Spain, time policy development is narrowly related to the type of welfare state which has developed in this country. According to many studies, Spain belongs to a "Mediterranean" type of welfare state model, where the family has the responsibility to provide services to the dependent population: children or elderly people, for example. On the other hand, an outstanding absence can be observed as regards a universal policy addressed exclusively to family protection, which means that the Spanish Social Protection System is still immature, specially

when compared with other European countries. Social expenditure is one of the lowest in Europe (European average in 1999 was 27% of GDP dedicated to social expenditure, while in Spain this figure drops to as low as 20%).

Time policy can be divided in three main areas: family and work life conciliation, leisure time management and alternative use of time. All these involve the need to make important organisational changes in the institutions where applied, as much on a legal level as on a more practical level.

In Spain, time policies are a recent development, mostly in the form of regulation policies at a national level in the issues of equality between women and men, and conciliation. The autonomous regions can regulate certain aspects of the working lives of their civil servants, but they do not have competence for regulating basic work. For example, the "Generalitat de Catalunya" (Catalan Government) has created the option of reducing labour time to one third, with the right to a full salary for one year if a child is born or adopted. This is a measure that, however, only affects Catalan civil servants.

Time policies related to questions of alternative uses of time or use of leisure time have been elaborated more by local entities, which often also bear the weight of conciliation policy development. Since the appearance of Law 39/1999 many local administrations throughout Spain have begun implementing flexible timetables for their work force, facilitating the conciliation required by legislation. However, experts assure that the unequal situation in the use of time between women and men cannot be solved exclusively with this type of policy, even if this has been claimed in the past few years. A reduction in working hours does not result in the disappearance of problems such as lack of promotion or worse pay or working conditions.

### **3.2 Time policies on a national level**

In Spain there are two main national laws that have influenced time use by the population. The most direct one is Law 39/1999, conciliating family and labour time. The progressive deregulation of the labour market, through two main

modifications of the labour legislation (in 1997, Decree 8-9/1997 and 2002, Decree 5/2002) have also influenced the use and distribution of time by allowing more temporary and part-time work. This has mainly affected the most vulnerable groups like young people and especially women, and for every four partial time contracts three are held by women, and only one by a man.

From these laws, we can frame conciliation policy of family and working life realized in Spain in three big groups:

### **Working flexibility and reduction of working day**

The "*Ley para promover la Conciliación de la vida familiar y laboral en las personas trabajadoras*" (*Law to Promote Family and Labour Life Conciliation of Working People*), *Ley 39/1999 de 5 de Noviembre*, intended to improve the legal situation between men and women, offering the chance to conciliate working life with family and care of dependent people. The official goal was to adapt Spanish legislation to the directives of the international and European legislation on this issue (for instance, the Programme Equal, thematic priority 7, for Conciliation of family and professional life).

Since the mid 80's, flexibility measures have been introduced into the Spanish labour market, but these did not have the explicit aim to conciliate family and working life. These were measures to reduce unemployment. The Conciliation Law establishes for the first time the possibility that working people – men or women- can enjoy a reduction of working hours to take care of a child younger than six years. Other decrees and subsequent laws (Decree 1251/2001, November 16, and Law 12/2001) introduce the possibility of maternity release on a partial working regime, extendible in the case of a premature child.

## **Parental release**

*Ley 3/ 1.993; Ley 42/1.994 de la Seguridad Social (Social Security Law)*

*Art. 45.d y 48.4 del Estatuto de Trabajadoras y Trabajadores (Regulation for Workers)*

*Art. 108 y 122 de la Ley de Procedimiento Laboral. (Law of Labour Procedures)*

### **Ley 4/95; Art. 46.3 del Estatuto de Trabajadoras y Trabajadores**

Since 1995 maternity release lasts 16 weeks with 100% pay. Paternity release is for only two days, although since 1995 it is also possible to have 4 of the 16 weeks of the mother's maternity leave. It is important to mention that in 2001 only 1.3% of the total permissions were used by fathers (Salido, 2002). The Conciliation Law also extends leave for taking care of a family member until the second grade at school. The growth in the number of people on release has grown considerably over the past few years. In 1998 the number was 7569 people, in 2000 it reached 17068 people (Flaquer, 2000).

## **Reintroduction into active life and proximity services**

*"Plan Integral de Apoyo a la Familia (2001-2004)" (Integrated Plan for Support of the Family)*

This plan anticipates a series of measures like extension and improvement of services of care for early childhood and dependent people, and tax relief to families for nursery schools. Nevertheless, services dedicated to elderly people, for example, do not even cover one third part of the demand. There are only a minimal quantity of Kindergarten places, available only for those of limited means.

## **Time policies in the private sector**

In Spain, private companies is also starting to recognize the importance of implementing conciliation policies, as the incorporation of women into the labour market is already an inevitable and necessary fact. Nevertheless, and according to a study done by the University of Navarra "Políticas de conciliación entre trabajo y familia de 150 empresas españolas" ("Conciliation Policy Between Work and Family of 150 Spanish Companies"), only 7% of Spanish companies with more than 100 employees have a programme to balance out family and work, and 19% have begun or are studying the possibility of introducing this type of policy. According to the study, the factors that induce the companies to start harmonisation programmes between work and family are as follows: size of the company, percentage of women with contracts, labour market competitiveness, and grade of concern for hiring employees and maintaining them (Chinchilla and Poelmans, 2002).

Responsible family policy in companies includes: flexible working hours (adaptable timetable, partial work, etc.); provide staff (to cover the necessities of the employee's family or to broaden his/her training); conciliation aid between family and work life (outside of the company) of the employees (covering expenses or providing information about nursery schools and attention centres for children during the day, gym passes, etc.); work adaptation (temporary modification of tasks and responsibilities and work rotation); courses to combat stress (time administration, preparing for birth and paternity, stress management, conflict resolution, etc.) and other types of benefits (insurance, pension schemes, company car, etc.).

The reason companies give for not implementing this type of policy is its high cost. However, studies show that there is strong connection between the presence of a responsible family culture and the success of a company (product quality,



innovation, employee satisfaction, growth in sales), although there is no clear causality between the two.

### **Local time policy**

Often the local government in Spain and in Catalonia is the one to provide services which help to reconcile family and professional life. When studying the Spanish case it emerges that in the events analyzed it is the local government which introduces innovations in the time policy area. In some cases these were introduced even before the appearance of Law 39/1999.

It is important to mention the case of Barcellona City Council, where over the last 10 years a series of policies were developed, aiming to achieve a city where time is slightly more flexible and reasonable, since it is a key factor in people's everyday lives. Some examples: extending local services or the creation of time banks. These examples were followed by many other municipalities in Spain, proving its effectiveness.

Among the three areas into which time policies were divided, local entities have a greater capacity to act and innovate in relation to leisure time and alternative uses of time, though in some conciliation areas they have a key role precisely because they are nearer to the conflicts that citizens have to face in day-to-day time management.

### **3.3 Selected cases**

Cases were selected according to criteria of the diversity in the defined time policies and protagonists (public administration, private company, civil society). Geographic and social diversity were also taken in consideration, as well as specification concerning European cases.

Studies in 2 municipalities, 1 company and 1 time bank.

Municipality of Granada: not only conciliation, but also structural improvements (transport, illumination, day centres for children and the elderly). There is more presence of women in public spaces.

Municipality of Saragossa: programme for leisure activities for young people at night as an alternative for leisure time use (internet cafes, culture, sport, etc.). Programmes offered not only in the city but also in the suburbs. Improves social integration, social life, quality of life. Programmes last only a few weeks in the year.

Time bank Horta: there are time banks in 4 different districts of Barcellona. All of them have a very local impact. They build up a data base for all types of services (cooking, translation, babysitting, technical work). The activities improve contacts and social life. Volunteers work for the time bank offices.

Nestlé: positive action plan for women (internal training, fractured holidays, leisure activities, work time only during the day). Recognised as optimal policy for equal opportunities.

PRMB: Plan to improve the accessibility of jobs by public transport as a way to reduce time spent on travel and increase possibilities to work far for disadvantaged social groups that depend on public transport.

### **Municipality of Granada**

*III Plan Municipal de Igualdad entre los Géneros, Programa de Conciliación de la Vida Familiar-Laboral / Pública – Privada. 2000-2005 (III Equality Plan between genders, Programme for Conciliation of Family and Professional life / Public and Private life)*

The program is located in the City of Granada, and is part of the III Municipal Plan for Equality. This is a program from the municipality designed by the Department of Women's Affairs and which counts on the cooperation of other city departments which makes it an interesting case of cooperation at an intra administrative level. The Municipal Plan is organised in four main areas of intervention: conciliation, civil life and social rights, participation and cooperation, and economic life. However,

the programs of each intervention are developed taking into account the interrelation that exists between them.

Focusing on the area of intervention for conciliation, it is seen that this is organised in two main programmes: conciliation of family and professional life and conciliation of public and private life. These are now briefly described.

In the Programme for Conciliation between professional and family life there are two main goals, each of them with several specific actions. The first goal is to improve and increase care services for dependent people. This is intended to have a positive effect on the quality of life of women, who are usually the ones in charge of the people in need. The actions include: creation of new services and support measures in the care of children, elderly and people with disabilities that adapt to the working hours of the carers; opening of new public services for the care of children with flexible working hours and low prices; stimulation of support services like home care, kindergarten, social volunteers, etc.

The second goal is to deregulate working hours and their organisation. The actions include: campaigns to raise awareness in companies and institutions of the importance of developing measures to reconcile professional and personal life, proposal of measures to establish more flexible working hours and job organisation. As already mentioned, the key organisation is the Department of Women's Affairs of Granada municipality. Other institutions that help in the development of the III Plan of Equality are: the Departments of Local Development and Economy, Human Resources, Social Services, Education. Outside Granada, other organisations include: Instituto Andaluz de la Mujer (Andalusian Institute of Women), Trade Unions, Manager's Association, and institutions that work for employment.

The Programme for Conciliation is part of the Plan for Equality Between Men and Women promoted by the Department of Women's Affairs. This is a top-down approach, part of a wider strategy of the Granada municipality to improve the situation of women in their city.

Although the Department of Women's Affairs is the main promoter of the action, many other city departments are involved in the elaboration of the "Plan de Igualdad" (Equality Plan). However, the other departments did not participate directly in the specific programme on conciliation (the one we are studying). In the case of the deregulation of working hours, the involvement was to apply the standards on conciliation established by the municipality.

For the programme on public-private life conciliation it seems that the involvement of the departments needs to be more direct in order to reach the aims established. For instance, changes in the schedules of public transport, or the lighting of the streets are issues that can not be tackled alone by the Department of Women's Affairs. In this case, they act more as promoters and coordinators of the action than as real executors.

Up until now the practical implications of these programmes have been: the creation of 5 Day-Care Children's Centres and the introduction of the possibility for municipal workers to reduce working hours to look after relatives in need.

The Day Centres existed before but the working hours were extended thanks to this programme. The concept of "Ludoteca" (center of recreational activities for children) was introduced to underline the fact that they can be used by children during their free time. New personnel were hired for the Day Centres, paid by the Department of Women's Affairs.

The introduction of the new regulations on working hours is very recent, and came after the approval of the Law for Conciliation on a national level. It is therefore difficult to analyse the impact on the real conciliation of family and professional life.

The measures for the conciliation of public and private life have still not been applied, since the Plan for Equality will continue until 2005.

## **Municipality of Saragossa**

### **Programme for alternative use of leisure time**

Activity developed during seven weekends in 32 centres, from which 31 correspond to public municipal facilities. The private facility was offered by the Association of Disabled People in Aragon.

There were 8 thematic projects that developed 432 activities, all of them during the night (from 21.00 to 02.00). The projects included Internet activities, astronomy, culture, cinema, sports, concerts, opening of young centres at night and organisation of activities for disabled young people.

The action was originated from above, as an alternative offered by the public administration instead of the leisure activities of young people based on alcohol consumption. However, from the beginning the involvement of the community centres and the youth associations was intended, in order to take advantage of their infrastructure and their close contact with the targeted groups. The action can be considered part of a wider strategy of the municipality, which intended to offer alternative leisure activities to young people in the city. It also represents a long-term strategy, considering this is already the fourth edition.

In this fourth edition of the programme there has been an increase in the use of programmed activities. The activities with most participation were sports and the cultural activities in the remote neighbourhoods, as well as the use of Internet facilities. The goals stated in the project were therefore reached.

The fact that the use of the community centres has increased is stated as an especially successful goal, because it helps young people living in these neighbourhoods access activities that can improve their quality of life.

The same can be said for the activities for disabled young people, which had a more than acceptable assistance, especially in the Saturday activities. This is

considered to be very positive, because it helps integrate the disabled into the normal life of young people.

Indicators of effectiveness show us that the program in Saragossa was implemented in an efficient way, since the results were coherent with the goals stated when the programme started and even the evaluation shown, made by an independent consultant, confirmed the positive results.

### **Nestlé - Optima Program**

Nestlé is one of the biggest food company in the world, with 468 factories in 84 countries. In Spain the company has 14 factories and employs about 7,000 people. The Spanish company decided to implement a programme to improve the conciliation of professional and private time of its employees.

Since 1998 Nestlé have participated in the OPTIMA Program, promoted by the Spanish Institute for Women. They have cooperated in the creation of several informative documents on Equal Opportunities, conciliation and legislation, and helped in the implementation of the Diffusion Plan for the Programme. As part of their participation in this programme they applied different measures oriented to help conciliate professional and personal life, for employees in general and for women in particular. Moreover, they have their own "best practice" to facilitate conciliation.

OPTIMA is a programme developed by the Institute of Women in 1996, which has the goal of introducing Equal Opportunities between men and women in firms through the development of a Positive Action Plan. The programme, co-financed by the European Social Fund is framed in the European Strategies for Employment, and was selected as a "Best Practice" by the EU.

The OPTIMA programme intends to stimulate a social process that favours equal opportunities between men and women in the labour market, facilitate the recruitment and promotion of women in the private sector and to incorporate "positive action" as a standard practice in the human resource departments of companies.

In the programme, the collaborating companies work to advance the equality of opportunities between men and women. The Institute of Women gives support, training and technical tools so that the companies can design their plans to enhance the contribution of women to economic growth and social progress. The companies involved ask the Institute for information and they undertake to achieve the goals of the programme. Once this is decided the Institute conducts a study to identify the presence of inequalities or discrimination on the basis of gender and to establish the consequences in the management of the human resources. The study is intended to initiate internal debate and the elaboration of proposals.

The companies select the changes to be made and design their Positive Action Plans, depending on their specific needs. If the company fulfils the goals stated in their plan, the Institute of Women recognise this by allowing them to include the logo of the Optima Programme in their communications.

In the case of Nestlé, they have participated in the OPTIMA programme since 1998. They have elaborated specific goals related to the program and some best practice on a more general level.

The goals included in the OPTIMA programme are:

- revision of the Plan for Commercial Careers: oriented to women who work in the commercial area, trying to facilitate that selling is conducted in the same area where the employee lives.
- Creation of the figure "Coordinator of the Optima Programme in Factories"
- To allow women employees with children younger than one year not to be given the night shift.
- Distribution of the Programme in the company intranet.

Best practice to conciliate personal and professional life includes:

- Flexible working hours for the technical and administrative personnel.
- Possibility of breaking up holiday time.
- Internal training during working hours.
- Reduction of the working day according to the needs of personnel.
- Services in the work place (travel agencies, cash dispensers, insurance offices, etc.).
- Organisation of leisure activities where relatives of the workers can participate.
- Financial help for those workers (women) that have children under 4, to help pay the kindergarten.

The action started as a top-down approach, decided by the board of directors. The proposal came from the Spanish Institute for Women who send information about the OPTIMA programme. The action is part of a general policy of the company, oriented to help workers conciliate their professional and private lives. It is expected that in this way productivity will improve, once workers are more satisfied with their working environment. As mentioned, the programme was initiated by the public sector, as part of a strategy at a national level to increase and improve the presence of women in the labour market.

Nestlé has also elaborated a table of Best Practice which was made public to the workers through the intranet. Moreover, the creation of the Programme Coordinators has helped make the program accessible to the workers.

### **Time Bank in the Horta Neighbourhood (Barcellona)**

The development of time-banks in Barcellona is related to the effort of the City Council to improve the daily use of time among its citizens. The case we analyse



here was the first time bank to be implemented, and also the most successful in terms of durability and participation. The non-governmental organisation "Salut i Família" was responsible for the organisation of the time bank in that neighbourhood. Other local organisations also helped in the process, mainly organising the daily functioning of the bank.

The creation of a Community Time Bank in a specific district of Barcelona, Horta-Guinardó". The project covers issues of conciliation and time use. The practice analysed took place between 1997-1999, these were the first years of the Time Bank and it is still operating today. The main goal of the Time Bank was to stimulate the equality of opportunities between men and women and improve the social organisation in the district. The original service was the exchange of care and domestic tasks by all kinds of people.

The target group were men and women from the city district that wanted to exchange tasks. The Bank is specially oriented towards those people that need to conciliate productive and reproductive work, as well as those who must assume care tasks and need to exchange some activity and gain some time for themselves.

Moreover, there was a group of volunteer women involved in the daily organisation of the Time Bank. This action was very positive for them, mainly housewives or retired women, because it helped them to get in touch with the functioning of the public administration, the neighbourhood associations and local people.

The initiative was mainly financed by the European Commission through the IV Programme for Equal Opportunities between men and women. As mentioned, the association "Salut i Família" helped with the financing of fungible materials.

The Time Bank was opened in February 1998 in the Civic Centre of the Horta-Guinardó city district. The opening hours, somehow restrictive (they are limited to working hours) are complemented with a telephone service, where people can leave their petitions.

Time is the means of exchange, and participants must offer but also demand time. There is a list where all services are available to facilitate the exchange, identification and localisation of the people participating.

In 1999 the number of members was 73 with 52 women and 21 men. The number of members has been increasing, getting close to the objectives set at the beginning of the project (80).

The action was initiated from a top-down approach but from the beginning the involvement of neighbours and the cultural centre of the district was encouraged. The work of the women volunteering in the project has been specially noteworthy, and they have dedicated time in a stable way. The workers of the community centre where the Time Bank was physically located have also contributed to the activity, by providing access to office materials, photocopying, telephones, etc.

The project is part of a wider strategy of the Municipality of Barcellona to promote measures of equality between men and women. The underlying idea is to help those involved in productive and reproductive activities (mainly women) to conciliate both aspects of their lives. Moreover, the Municipality has stimulated the creation of other Time Banks in other city districts, and now there are three others in operation. However, the management of the action has been left to the other parties mentioned before.

The realisation of the objectives stated in the initial project has been quite exhaustive; in first place, the goal of 80 participants was accomplished and secondly the Time Bank has been useful to, on one hand give profile to reproductive activities, and on the other to help conciliate family and professional life.

The Time Bank has been useful in developing solidarity between the neighbourhoods in the district, breaking down the individualism that characterises urban life. It offers the opportunity to integrate in the community, and go beyond the relations of family or friendship.

At an individual level, the Time Bank is a tool to recognise personal capabilities and value them, and especially in the case of women it allows them to stimulate

the capability to delegate domestic tasks, accept their limitations, and let the others help them.

Another important contribution of the action regards the increase of social cohesion in the neighbourhood, beyond the traditional relations based on family ties.

A weak point can be found in the lack of autonomy of the volunteers. They depend on the standards set by the organisers, reducing their capability of developing new initiatives to improve the operation of the Time Bank.

Once the European Project was finished there was uncertainty in the continuity for the project. The Municipality has to ensure minimum funding for the Time Bank and maybe it has to become more "independent" by establishing, for instance, a fee for participants.

The organisation was also lacking in some respects, with more offer than demand for tasks and concentrating in some specific activities. There is a need for a better preparation on how to organise the Bank.

## **Pacte Industrial de la Regió Metropolitana de Barcelona**

### *Strategies to improve inclusion based on public transport*

The Pacte Industrial de la Regió Metropolitana de Barcelona (PRMB) is an association of local administrations, trade unions, private sector organisations and a wide number of institutions linked to the economic development and the promotion of employment.

In the UAB (Barcelona Autonomous University) the department of Geography is undertaking interesting studies of the link between the transport system, time use and the consequences in employment of weak groups in society. We will analyse this case study on the basis of these studies and focusing on the initiatives that are being developed by the PRMB.

Problems related to transportation and time in the metropolitan region of Barcelona: labour activities are situated outside the urban centres, but the transport system does not respond to people's needs to arrive in good condition at

their place of work. In the metropolitan area of Barcelona there are 694 industrial clusters and almost 20% have no connection with public transport. Private cars are the only means of reaching them. In half of all cases people have to walk about 20 minutes between the bus or train station to their job.

There are three main groups who are excluded from the dominant model of mobility, lacking daily access to a private car: young people, immigrants (especially non-Spanish speakers for whom it is more difficult to pass the driving test), and women.

This problem has important implications for the active population that are seeking employment since it limits their capacity to accept jobs that are relatively distant.

The PRMB is now developing a series of strategies to deal with this, like increasing the frequency of public transport, night services, car sharing, etc.

## SUMMARY TABLES OF THE SPANISH EXAMPLES

### 1. TYPOLOGY

|                          |   |   |                 |   |   |
|--------------------------|---|---|-----------------|---|---|
| Granada Municipality     | Plan for Conciliation                       | Various city departments, trade unions              | Continuous mode | CENTRAL FUNCTIONS<br><br>Planning, Plurisectoral, Networks Promotion Communication Evaluation | TRANSVERSE FUNCTIONS<br><br>Information, Political training, Gender Empowerment |
| Nestlé (private company) | Plan for conciliation<br><br>OPTIMA Program | Private company together with public Administration | Continuous mode | Planning<br>Sectoral Plan<br>Promotion<br>Communication                                       | Gender Empowerment  |
| Salut I Família          | Time Bank                                   | Municipality with community centres                 | Continuous mode | Planning<br>Research<br>Plurisectoral   | Political training, Creating  |

|   |                          |   |                    |  |                                   |
|---|--------------------------|---|--------------------|--|-----------------------------------|
|   |                          |   |                    | Networks<br>Evaluation   | consent,<br>Gender<br>empowerment |
| Municipality<br>of Saragossa<br><br>Department<br>for the Youth | Leisure time<br>at night | Municipality<br>with local NGOs   | Continuous<br>mode | Planning<br>Research<br>Sectoral plans<br>Promotion<br>Communication<br>Evaluation | Information,<br>Social Cohesion   |
| Pact of the<br>Barcellona<br>Metropolitan<br>Region             | Pact for<br>Mobility     | Public Private<br>Partnership<br>among<br>municipalities<br>and companies | Continuous<br>mode | Planning<br>Research<br>Networks   | Information                       |

## 1. RESULTS

| Granada   | GOALS  | PRODUCTS  | ACTIONS                              | RESULTS  | EVALUATION |
|---|--|---|--------------------------------------|--|------------|
| Municipality<br><br>Department<br>of Women's<br>Affairs | Social cohesion,<br>Equal<br>opportunity,<br>Empowerment<br>of women,<br>Conciliation,<br>Planning service | Four activities, two<br>concluded.<br>Social group<br>involved      | Actions of<br>project<br>management  | Adequate<br>Practicable<br>GOALS<br>Coherent<br>Pertinent<br>Conforming            | 3          |
| Nestlé<br>(private<br>company)                          | Sustainability<br>Empowerment<br>Conciliation  | 7 Activities<br>started/concluded<br>Network created                | Evaluation ex-<br>ante<br>in itinere | RESULTS<br>Adequate<br>Practicable<br>GOALS<br>Coherent<br>Pertinent<br>Conforming | 3          |
| Salut I Família   | Social cohesion,<br>Participation,<br>Empowerment,<br>Social<br>Integration<br>Conciliation                | One activity,<br>started/concluded<br><br>Social groups<br>involved | Evaluation                           | Relevant<br>Practicable<br><br>Coherent<br>Pertinent                               | 3          |
| Municipality<br>of Saragossa                            | Social cohesion,<br>Sustainability,  | 8 Thematic<br>projects, 432   | Actions of<br>project                | Relevant<br>Adequate   | 3          |

|  |   |   |   |   |  |
|--|---|---|---|---|--|
| Department for the Youth                   | Participation, Planning Services, Management of leisure                     | activities, all completed. Network created, Social groups involved    | management, Evaluation studies, Custom satisfaction polls | Practicable GOALS Coherent Pertinent Conforming |  |
| Pact of the Barcellona Metropolitan Region | Social cohesion, Equal opportunities, Social Integration, Planning services | 3 Activities started, Social groups involved, Conference and meetings | Ex-ante evaluation  | Coherent Pertinent                              |  |

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## **Chap. 4 NATIONAL REPORT. GERMANY**

### **4.1 The context. Law and time policies**

The German legislative situation is characterized by the two important principles *federalism* (Länder/federal states are responsible for a part of legislation) and *subsidiary*. Subsidiary means a Social political principle, according to which higher social entities (esp. the state) should only take over such tasks which lower entities (Länder/federal states, associations, families) are not in a position to deal with.

In the framework of the specific time structures and methods of synchronisation in German working society, operating and opening hours are determined by:

- *Governmental framework regulations:*  
Bund and Länder;
- *General agreements on conditions of employment:*  
Employers' federations and trade unions;
- *Local government policies:*  
A new area of time-policies on local/municipal level.

The basics for the development of time-related policies and the state-of the art in Germany will be sketched out briefly.

#### **Governmental framework regulation concerning time policies**

The Bund (state) is competent to regulate some times by national law. Above all, the legislation for Sunday and holiday work and shop opening hours is the responsibility of the national government.

The prohibition of Sunday work is criticized by different economic and social groups, but above all the law is defended by the Churches.

For years there has been general discussion about the extension of business hours. Longer business hours in the evening were decided for summer 2003.

One (indirect) kind of time policy is the right to parental leave and child benefit for working parents, which is also regulated by a national law. Important elements are: the right to parental leave up to the end of the child's third year, parental leave can be shared among parents, up to one year of this period of parental leave can be postponed until the age of 8; the right to parental leave and child benefit is also included in a 30-hour-week (maximum); all beneficiaries in firms with more than 15 employees have the right to part-time-work during their parental leave.

The Länder (federal states) are competent for the legislation on operating times/opening hours in schools and universities, kindergartens, day nurseries, etc.

Public child care like day nurseries, kindergartens etc., are regulated by laws on the level of the "Länder", with some very strict and narrow regulations. This also concerns opening hours, which are very limited. For decades there have been initiatives for increasing flexibility of opening hours, and gradually results have been achieved. Since these are such long, slow-moving process, one can easily understand that time-related policies in cities are picked up as a political issue by women who struggle with child-care in public day nurseries.

### **General agreements on conditions of employment**

To negotiate working-times is a right of employers and employees/trade unions (subsidiary principle). Employers' federations and trade unions negotiate working hours in the framework of the "right to free collective bargaining transaction" (Tarifautonomie). For this reason time-related policies are one of the main issues for trade unions. Up to now this has been mainly working-time policy (e.g. the 35-hours-week, flexible working hours, long-term and lifetime-accounts etc.), which referred to the wage agreements between unions and employers. For decades women within the trade unions have been struggling for acknowledgement of personal and social demands, above all for the coordination of working times with times of childcare and other caring tasks.

"Time-related policy" within the broader framework of municipal structuring of time has been regarded as a new way to deal with an issue that had been the



concern of women trade unionists for years. Oriented towards the concept of "Times of the city" the Federation of German trade unions (DGB) and the public service Ver.di Union have been dealing with this issue. This includes the following activities:

- In April 1999, the board of the Federation of German trade unions (DGB) drafted practical guidelines for women with recommendations to put the elements of "times of the city" into practice.
- The "times of the city" project in Hanover in the framework of the EXPO 2000 was initiated by women from the DGB, and from the former ÖTV (now Ver.di), who had been active on a regional level.
- The Ver.di trade union is following up the issue of "time-related policy" on a national level, oriented towards the instruments within "times of the city". There has been one national conference, and together with the "congress of municipal authorities" another is planned. At present, some exemplary time-related projects are being carried out. (see table 5)

This process is difficult, because individual trade unions are representing the interests of their own members, which often are in conflict with the interests of members from other trade unions.

## **Local government policies**

### **Basic conditions for time-related policy within the municipality**

According to the subsidiary principle, time-related policies within a municipality is the responsibility of local government.

- The basis for local policies is the law of "Municipal autonomy", safeguarded by article 28, paragraph 2 of the German constitution. The organ of municipal autonomy, the district council, consists of the Mayor together with the district council/city council.
- The municipalities are allowed and, within their capacities, obliged to carry out all public tasks in order to foster the well-being of their citizens, as long as these

tasks are not delegated to other institutions by law. Above all, the municipalities have to promote the social, cultural and economic wellbeing of their citizens. In all issues concerning municipal autonomy the municipality is bound by law. Individual tasks could turn into obligations via law (compulsory tasks of the municipality).

- On the level of "Länder" and on the national level, municipalities are associated within the "congress of municipal authorities". The German congress of municipal authorities actively represents the municipal autonomy. It speaks up for the guarantee of this municipal autonomy, and for its consideration and application on a national level, the level of "Länder", and the level of the European Union. The interests of municipalities have to be respected, the framework of their agency cannot be limited. Tasks can only be delegated to the level of the municipalities, if there is the consent of the latter. If such tasks are delegated from the national level, the level of "Länder" or the European level towards municipalities, the latter must receive the relevant economic resources to fulfil them.

### **Awareness raising for a time-related policy in the city**

Municipalities (cities and local authority districts) decide the introduction of measures concerning time-related policies in the municipality autonomously and on their own responsibility. The following issues delineate the German situation:

- Synchronization of times on a local/municipal level is a new area of time-policies on this level. Time-related policies as municipal policies in Germany only exist in a few big cities. Bremen, Hamburg and Hannover, in the framework of the EXPO 2000 fused in the so-called Nordic union under the title "times of the city" and they have introduced different projects concerning time-related policies. In Hanau (Hessen) one time-related project has been located at the office for equal opportunities. Only in Bremen are time-related policies carried on continuously. With the "TIMES of the CITY" approach applied by municipal government, the city has assumed something of a pioneering role.

- In Germany, there is still a need for awareness raising in the issue of time-related policies in cities. A time-related policy as an area of municipal action has to be located within the framework of municipal autonomy. It is unlikely that relevant laws will be introduced on a national "Länder" level. A first step to opening up time-related policies as an area of municipal action has now been taken with the German congress of municipal authorities, which is starting to take interest into the issue.
- The German congress of municipal authorities is responsible, among others, for advising and informing its member cities about all relevant procedures and developments concerning municipalities, to enable and to promote the exchange of experiences. Within this framework publications concerning the "times of the city" issue are going to be prepared. In March 2003 a congress was held together with the Ver.di trade union.

## **Law and time policies**

In the framework of the specific time structures and methods of synchronisation in German society<sup>26</sup>, working, operating, and opening hours are determined by

- *Governmental framework regulation* Bund: prohibition of Sunday and holiday work, shop opening hours. Länder: legislation on operating times/opening hours in schools and universities, kindergartens, day nurseries, etc.
- *General agreements* on conditions of employment  
Employers' federations and trade unions negotiate working hours in the framework of the "right to free collective bargaining transaction".
- *Local government policies* as a new area of time-policies:  
Time shaping in relation to synchronization of time conflicts on a local/municipal level, administrative reform (opening hours of local authorities).

There are *private initiatives*, e.g. time banks, time stock markets, local exchange circles (time, talents), etc. and *individual practices*, e.g. experiments in individual

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<sup>26</sup> Detailed information in the paper "Law and time policies in Germany"

schools, kindergartens, doctor's practices, etc. These areas are not subject of this evaluation<sup>27</sup>.

## **4.2 The five cases**

### **Time Structure Office - Bremen**

#### ***Intentions and goals***

In the context of a long term city development the office is required to support a district and needs oriented structuring and coordination of time. It aims at improving the city's everyday life by matching the times of public and private service providers with citizens.

#### **Goals**

- The increase in quality of life in the district by structuring and coordination of time.
- Awareness raising for time-related conflicts and the need to structure time.
- Matching the times of public and private service providers together with citizens.
- Strengthening a culture of participation.

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<sup>27</sup> The evaluation is based on textual and Internet based studies and telephone interviews.

## **Process and Products**

The office supports and carries out the following activities:

- Investigations of existence and time-structure of public and private service providers, and of citizens' rhythms and time needs.
- Implementation of innovative service-times: activities have to be planned and transferred into practice, e.g. aligned business hours for administrations, extending consulting times of doctors, a broader supply of services, improved possibilities to pass time and rest in public space.
- Conflict and synchronization management: compromises between service providers and citizens have to be found.
- Information and training: protagonists who can influence the practical structuring of service supply on a local basis have to be informed of "best practice" and trained in "best practice" methods.

Female and male citizens, public and private service providers (the municipality, day nurseries, public transport, libraries, shops) have been involved in the process of overall communication.

- Initially an exhibition and a series of events was held *to raise awareness of the organisation of time as a public topic*. Citizens were questioned.
- A forum "Veogesack – friendly to everyday life" was founded. More than twenty local institutions and associations (e.g.: local authorities, churches, retail trade, cultural institutions, social institutions, etc.) were interested in taking part in the forum. The forum, as an important network, is the prerequisite for cooperative and consensual solutions as part of an overall institutional, district-related structuring of time.
- In extensive individual consultations with the different representatives the central problem areas of a time-related organisation of everyday life were identified.

The objectives of the office for structuring time are supposed to be long-term. The awareness raising in time-related conflicts and the structuring of time is underway.

The culture of participation has been strengthened by establishing a wide-ranging network-structure within the district. Individual activities have been partly put into practice:

- One important initial result was the establishment of a service day (from 8.00 to 18.00) with homogeneous business hours and opening hours of the local authorities.
- A Bremen-North mobility stock market has been created, which in collaboration with public transport providers wants to improve the transport situation by better matching the different types of public transport with the needs of users. Forms of cooperation are promoted, which contributes to reliable childcare.

### ***Protagonists/Key-figures:***

An employee at the office, topic related teams (suppliers and users of time-related services), and the Forum are keeping the process up-to-date. Scientific accompaniment and evaluation is carried out by the High School of Economy and Policy of Hamburg and the Work and Economy Institute of the University of Bremen.

### **Municipality of Bremen**

#### ***Intentions and goals***

Long term policy of city development, within which time-structuring is one of the main goals. There is a need for economic promotion (Wirtschaftsförderung) due to the crisis in the ship building industry, unemployment, etc. and modernization of the local authorities (Modernisierung der Stadtverwaltung). In this framework time-policies should contribute to a better quality of life for all inhabitants by means of a better coordination of the city time-structure, which allows citizens to cope better with everyday life. Time policies of local authorities treat coping with time-related conflicts as a public task for all. The intention is to create opportunities of choice

within the use of time (individual structuring of time) and tries to allow for new experiences with time procedures in order to enrich everyday-life (quality of time).

Goals are:

- Creation of conditions and methods of participation, which allow participating individuals and institutions into processes of time-structuring.
- Civil-society-related contracts on mobility and time, above all: opening hours of authorities, childcare, transport, public security.

Better coordination of city time-structures like business hours, public transport time-tables, working hours with individual and family organisation of everyday life.

- Establishment of a model "Bremen 2030 – a city aware of time".

Elaboration of a plan for the overall project concerning "long term city development and time-structuring", planning and implementation of individual projects.

### **Process and products**

The activities are more steering tasks than concrete services. The more concrete activities are carried out on a district level or on the level of individual departments. There are different areas in which individual projects are planned and have been partly carried out:

- Mobility contracts: the main topic *Mobility and quality of everyday life in districts of Bremen* compounds projects dealing with the accessibility and the attainability of employment, service providers, and shopping opportunities and which relate to conflicts between "living" and "transport".
- In the main topic *Local time-contracts and re-animation of neighbourhood-centres* contributions towards the time-policy are worked out in order to strengthen and liven up the districts.
- The main topic *Social and biographical arrangements of time* concentrates on the development of proposals to resolve time-related conflicts which emerge in typical age groups and social situations.

In the long-term process there are top-down and bottom-up-elements:

- On one hand steering committees have been introduced as well as a working committee out of the participating departments of the senate and scientific partners, a coordination authority and a project team. The FORUM "Times of the city" has been founded as a network, which aims at a sustainable improvement of the time structures of Bremen.
- On the other hand citizens, private and public firms, public transport organisations, business people etc. are active in developing district-related concrete individual projects and putting them into practice.

Services: innovative contracts on mobility and time in 4 districts have been established, involving a better matching of the different types of public transport with the needs of users, synchronization of childcare and business times, intervention for simplification in municipal authorities (central and district related).

Evaluation: Surveys about needs of citizens and needs of parents, workshops between suppliers and users of time-related services.

Networks: *"Forum Bremen 2030 – a city aware of time"*. The aim of the forum was to make people aware of time as a public topic. Members: unions, chambers, associations, Churches and specific authorities of the municipality, different departments of the senate, the organisations of public transport (BSAG), the university. *District responsible for topic related teams* (citizens, private and public firms, transport organisations, business people, etc.)

### **Protagonists/Key-figures:**

Public relations work (awareness for time-policies): raise awareness of time as a public topic. Promotion, dissemination: Lord Mayor.

Planning, implementation and management: the leading authority for realisation of the general city project is the senator for construction and ecology, also involved are other departments of the senate concerned with the issues. The University of Bremen and the University of Economics and Politics in Hamburg are



engaged in scientific accompaniment and evaluation. Members of these institutions set up a steering committee.

## **Municipality of Hamburg – Senate's office for Equal Opportunities**

### ***Intentions and Goals***

Better reconciliation of different life areas like work and family in relation to leisure activities, better quality of life for all sections of the population with coordination problems, above all working mothers have been targeted in time related projects.

The activities aim for a better use of services through new business hours as well as innovative time-reducing service offers which are related to the time demands of working women. The overall project was planned as a general political strategy for one district. The first activities involved changing consulting times of doctors and dentists' practices, reducing waiting hours in municipality offices, improvement of (institutional) child care.

### ***Process and products***

Investigations: in the Barmbek-Uhlenhorst district time-related demands and the problems of female inhabitants, above all of working mothers, were investigated.

- About 400 personal interviews with women demanding time were carried out, as well as about 200 interviews with time suppliers.
- At the same time all existing time-structures, like opening hours of kindergartens, offices, schools, doctors' practices, shops and leisure-related locations, as well as local public transport, were recorded.
- Consultations were carried out with responsible figures in unions, chambers, associations, Churches and specific authorities of the municipality.

## Services:

- Doctors and dentists' practices in the district were successfully motivated to change their hours of business during the model phase. After a period of 9-10 months these new times were highly accepted by the patients. 8 practices had very positive experiences with their new consulting times. This led to recommendations, which should encourage doctors and dentists' practices in other districts of the city to also change their consulting times.
- Measures concerning better matching of institutional child care with working-hours have been planned. The implementation of model projects couldn't be carried out, because the overall project "times of the city" is suspended for the moment. Measures in the area of (institutional) child care have been continued by the municipal authority, but not in the framework of a "time-policy".
- Security: in an additional project within "times of the city" the presence of police within the district was discussed. There are new times for their services and an increase of their presence in the streets.

## **Protagonists/Key-figures:**

Senate's office for equal rights. Social scientists (females) of the *empirica* research institute.

## **Municipality of Hanau - Women's office**

### **Intentions and goals**

These include: reducing the daily stress by means of a new culture of time, a more just division of family work among women and men, developing a more democratic community, a city engineering which is appropriate for women. The top priority was a better match between working hours with hours of public transport and opening hours of public offices, shops, banks, doctors' practices, counselling institutions.

First of all the activities aimed at:

- Matching working times with opening hours of daily nurseries, and also homogeneous school lessons times (lesson hours in primary schools are not fixed).
- Solutions for problematic issues in the day-care of children: day care during holidays, emergency care in times of illness of the caring person or in times of illness of children.

### ***Process and products***

The "plenum of women" of the city of Hanau worked out a concept for a city which is appropriate for women. The city of Hanau promoted this project – the mayor of the city council (a woman) was in favour of the project and the local government engaged the women's office to carry out the project. Activities of the overall project "Hanau – the city which is aware of time":

- Forming of a steering committee for the project. In this steering committee the most important "suppliers of time", administration, unions, Churches, the big welfare associations, the plenum of women are represented. The individual projects "Enlargement of opening hours in day nurseries" and "Problematic aspects in day care of children" are part of the Project "Hanau – a city aware of time".
- Elaboration of a plan for a city which is appropriate for women. Individual projects were planned, especially improvement of the opening hours in day nurseries, change of consulting times, opening hours, times of local city transport, etc.
- In order to convert the planned activities several networks were created: round tables, project teams for individual projects by citizens and individuals responsible in economy, administration, unions, Churches, the big welfare associations, the plenum of women.

The following individual projects started up:

- "Extension of opening hours in day nurseries": questioning of women in Hanau to find out time needs and time wishes. Formation of a Round Table to synchronize opening hours of day nurseries and working times. Public events on the topic. First result was the extension of the opening hours in one day nursery from 6.00 to 19.00 as an experiment.
- "Problematic aspects in day care of children": forming of a working group, which worked on the topic of "emergency situations" related to child care and work. Emergency means: no person available for care within the family, unforeseen and unpredictable situations within the family or within a firm (production must go on). Negotiations with the city council and with firms. The first result was a contract between local firms and the municipality administration (social services) for an "emergency parental programme" including the organisation of child care in the case of a sudden lack of child care of employees/workers. Additionally, the city reserves "emergency places" in public day nurseries for businesses.
- Problems of security were taken into account in the restructuring of public spaces. The further dissemination of services in the framework of "time-policies" has stopped. Additionally, a lot of requests arising out of the project have been fulfilled, such as a new traffic concept, decentralized shops in the neighbourhood etc.

### ***Protagonists/Key-figures:***

Initiated by the plenum of women, carried out by the women's office of Hanau in cooperation with the plenum of women.

## **Berlin – Ver.di Union – Women's section**

### ***Intentions and goals***

In a lot of areas of the Ver.di trade union women are over-represented. It is they who on one hand provide services with very different time structures, e.g. as nurses, as educators, as retail traders or employees at the post office. On the other hand, and at the same time, these women as citizens are users of public services. This is the reason for various time-related interests and conflicts in practice. These could be: self-directed working times which are appropriate to individual needs, reliable shopping times, service and caring times which meet the needs of women. Time-related conflicts could emerge, if for example nursery school teachers are not willing to respect the need of retail traders or employees at the post office for changing caring times, because they (the nursery school teachers) fear a change of their working times. The project should serve to coordinate, integrate and promote time-tables/time-schemes of firms and of the public sector. Through this, new standards for a time-related design should be established, which will better meet the often different and differentiated time-related needs of women, men, and children.

Activities aimed at the following issues

- Different interests and areas of conflict between employees of different "time-suppliers"/public service providers should be made visible. Areas of conflicts between employees (gender-oriented) and users (gender-oriented) should be picked up.
- In all these different areas of public services, innovative and tailor-made time models for needs oriented service times should be developed. Solutions should be found, from which all participants benefit: the employees, the users, and the employers.
- Instruments should be developed, analysed and evaluated, which are appropriate to solve the above problems and areas of conflict. The most important criteria are participation of the women involved and sustainability.

- The models, methods and instruments should be appropriate for generalization and forward-looking for the whole organisation.

### ***Process and products***

The Berlin project is part of the model project "Time-related projects: questions of time are matters of dispute" within the Ver.di trade union. In this context planning and development began of new solutions for needs-oriented service times in a city district. The participants of the project are a hospital, a big retail trading chain and a day nursery.

The project was planned, partners were sought out. To promote this project, information events, project presentations and workshops were held. In order to convert planning into activities round tables, project teams, and workshops were founded by employees in service professions and users of such services (nursing, trade, child care), management, work committees, municipal authorities (social services).

### ***Protagonists/Key-figures:***

Women's section of the trade union: introduction, promotion, dispersion. Members of the local Ver.di union: realisation. Advisory institution: development.

## 4.3 Observations

### Indicators of successful in relation to difficult results

#### *Intentions and strategies*

Time conflicts in the daily lives of women were the cause for starting up time discussions and time policies in Hamburg, Hanau and at the Ver.di Union.

Time policies in Bremen were triggered by the economic crisis and modernization of the local authorities. So innovative time shaping and the handling of time conflicts were regarded as a general political matter.

The projects were set in motion as a political strategy of the government in relation to the local authorities in Bremen, Hamburg and at the Ver.di union. Therefore, in these cities the time projects were established "top-down".

In the city of Hanau the initiative came from women engaged in different associations and organizations, making it a bottom-up project.

As they progressed different measures were taken:

- In Bremen the time shaping process was originated top down. On this basis, concrete examples had been identified, in which times had to change. Subsequently, different institutions came together to work together on topics related to time. General social processes developed between local authorities (e.g. the public library, the adult education centre, the financial office, the building office), Churches, retail trade, cultural institutions, the house of citizens, social institutions (e.g. the elderly phone help, an agency for volunteer work, the Arbeiterwohlfahrt), public transport institutions etc. *It was a novelty to include people affected and institutions. In this process bottom-up-activities were triggered.*
- In Hamburg the senate's office for equal rights had founded and developed the "times of the city" project with an action research project. The overall project was planned as a general policy strategy for one district. Participation

processes were not intended. *It may be supposed that the participation of citizens would also have triggered off bottom-up-activities.*

- In the city of Hanau the project "Hanau - the city which is aware of time" was promoted by the mayor of the city council (a woman) and by the local government. In the further process time shaping was not regarded as a overall policy issue of the whole municipal authority but delegated to the "women's office" department. Although the project is often not acknowledged, because it is classed as a "women's project" *the public is now much more aware of the time issue (e.g. as an issue in firms). During the process it was difficult to find volunteers for work groups for a longer period of time, and to motivate them to maintain commitment without seeing obvious results.*
- VER.DI: In unions the topic of "synchronization of work and family work" is increasingly regarded as an important issue. Until now divergent interests and conflicts were mainly coped with on the level of individual unions and therefore could only be partly solved. E.g. the respective trade union, the ÖTV (Public services, transport and traffic), in the case of conflict had to consider the work-time interests of educators first, and to a lesser extent the care related interests of employees at post offices and retail traders. With the unification to a single general trade union, innovative solutions could now be found, with an integrated perspective, seeing time-related questions as interconnected and solving them in an integrated way. The different interests could be met with working times and business hours designed to meet women's needs, together with new ways of participation and negotiation. *The political strategy of the Ver.di Union aims at the creation of conditions and methods of participation, which allows the involvement of individuals and institutions in time structuring processes. Women are the protagonists of the introduction, promotion and spreading of time policies.*



## 4.4 Conclusions

The following factors can be regarded as indicators of results with lasting effects:

- Promotion by powerful organizations and leadership (Lord Mayor, chairpersons at the Unions, local authorities, democratic decision bodies).
- Creation, planning, implementation, management of innovative time structures by experts in the subjects (transport, trade, social services, security, etc.) for local authorities or unions.
- Programs of intervention related to the specific areas, which have to include methods to handle new time practices, synchronization methods, methods to handle time conflicts in everyday life, etc.
- Participation of citizens in processes of creation, planning, and keeping time policies up-to-date. This requires conditions and methods of participation, for example round tables, workshops, topic related teams, etc.
- Public relations work, for example exhibitions, information events, congresses, etc.
- Surveys, studies, scientific accompaniment and evaluation by research institutes or universities contribute to analyse time conflicts and to improve professional handling in time shaping and time policies.

## THE GERMAN EXAMPLES

### TYPOLOGY

| Protagonist  | Organisation   | Partner  | Mode         | Central Functions  | Transverse functions   |
|--|--|--|--------------|--|--|
| Bremen, Time Structure Office                                  | Time office  | Public administration, privates, science         | continuous   | Planning, multisector plan, networks, communication, evaluation  | Information, increase of competence, creating consent, social cohesion, gender empowerment |
| Municipality of Bremen   | Long term city development and time structuring              | Public administration, privates, science         | continuous   | Planning, research, multisector plan, sector plans, networks, promotion and marketing, communication, evaluation | Information, increase of competence, creating consent, social cohesion, gender empowerment |
| Municipality of Hamburg, Senate Office for Equal Opportunities | Change of service and consulting times.                      | Public administration, privates                  | interruption | Planning, research, sector plan, communication   | Information, creating consent, social cohesion, gender empowerment                         |
| Municipality of Hanau, Women's Office                          | Change of service and consulting times. New social services. | Public administration, privates                  | interruption | Planning, sector plans, networks, communication  | Information, creating consent, social cohesion, gender empowerment                         |
| Berlin, Ver.di Trade Union, women's section                    | New solutions for needs-oriented service times.              | Employees/ work committees, companies/ employers | continuous   | Planning, sector plans, networks, promotion and marketing, communication   | Information, increase of competence, creating consent, social cohesion, gender empowerment |

## RESULTS

|  | Goals  | Products   | Actions   |
|--|--|--|---|
| Bremen, Time Structure Office                                  | Socio-ecological compatibility, conciliation of times, social cohesion, participation  | Activities started, concluded, ongoing, networks created | Founding of a district-related forum, promotion activities: service-day of the local authorities, mobility stock market, promotion of innovative forms of childcare, studies.   |
| Municipality of Bremen   | Socio-ecological compatibility, conciliation of times, social cohesion, participation, social integration, equal opportunity | Activities started, concluded, ongoing, networks created | 1) Elaboration of a plan for the overall project concerning "long term city development and time-structuring" and planning of individual projects:<br>1a) public relations work (awareness for time-policies): awareness raising of time as a public topic, promotion, distribution.<br>1b) introduction of contracts on mobility and time, working out a model of "a city aware of time".<br>2) 4 district-related contracts have started up, some commitments for new services have been achieved, planning and introduction of some services has started.<br>3) Studies. |
| Municipality of Hamburg, Senate Office for Equal Opportunities | Conciliation of times, equal opportunity, social cohesion, social integration  | Activities started, concluded                            | 1) Planning of the overall project as a general political strategy for one district. Promotion activities: change of consulting times of doctors and dentists' practices, improvement of waiting hours in municipality offices, improvement of (institutional) child care.<br>2) New opening hours of doctors and dentists' practices.  |
| Municipality of Hanau, Women's Office                          | Conciliation of times, equal opportunity, social cohesion, participation   | Activities started, concluded, networks created          | 1) Elaboration of a plan for a city appropriate for women. Individual projects were planned, especially improvement of the opening hours in day nurseries, change of consulting times, opening hours, times of local city transport, etc.<br>2) Extension of the opening hours in one day nursery from 6.00 to 19.00. Contract  |

|   |  |   |  |
|---|--|---|--|
|   |  |   | between local firms and the municipality administration (social services) for an "emergency parental programme".   |
| Berlin,<br>Ver.di Trade Union,<br>women's section | Socio-<br>ecological<br>compatibility,<br>social<br>cohesion,<br>participation | Activities started,<br>ongoing, networks<br>created | 1) Planning and development of new solutions for needs-oriented service times in a city district including a hospital, a big retail trading chain, and a day nursery.<br>2) The project was planned, partners were sought, and workshops were held.<br>3) Public relations work. |

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**Further information and publications/links:**

Bundesministerium für Bildung und Forschung: [www.Stadt2030.de/Bremen](http://www.Stadt2030.de/Bremen)

Deutsche Gesellschaft für Zeitpolitik: [www.zeitpolitik.de](http://www.zeitpolitik.de)

Deutsches Institut für Urbanistik: [www.difu.de/publikationen](http://www.difu.de/publikationen)

Expo-Nordverbund Bremen – Hamburg – Hannover: [www.zeiten-der-stadt-de](http://www.zeiten-der-stadt-de)

Hamburger Universität für Wirtschaft und Politik – HWP – Forschungsstelle Zeitpolitik:  
[www.forschungsstelle-zeitpolitik.de](http://www.forschungsstelle-zeitpolitik.de)

Hochschule für Wirtschaft und Politik Hamburg: [www.zeiten-und-qualitaet-der-stadt.de](http://www.zeiten-und-qualitaet-der-stadt.de)

Ver.di Gewerkschaft: Zeiten der Stadt. [www.Ver.di.de](http://www.Ver.di.de)

Universität Bremen, IAW – Institut Arbeit und Wirtschaft: [www.iaw.uni-bremen.de](http://www.iaw.uni-bremen.de)

## **PART 3 ATTACHMENTS**

### **ATTACHMENT 1**

#### **National experience monitoring table**

##### **MY TIME IS MY OWN**

Schedule for the documentation of Good Practice in time policies in the Member States of the project partners (Italy, Spain, France, Germany)

➤Name/ title of the *Good Practice*<sup>28</sup>

➤Promoting Organisation (to specify: local authorities or other public organisation, firm or private association)

➤Promoting Organisation (to specify: local authorities or other public organisation, firm or private association)

➤Address

➤Short description of the organisation/firm etc. (location, dimensions, sector of work etc.)

➤Description of the Good Practice

1) thematic area

2) location in which it was realised

3) period: from ... to... (to specify if still ongoing)

3) initial objectives

4) key individuals/organisations involved outside the promoting organisation (public, private, unions ?)

- 5) target groups (the whole citizenship or women in particular, other groups: children, elderly people, immigrants, etc.)
- 7) involvement of physical planning (places, zones, town planning)
- 8) financial resources  
(if possible please specify who financed what)

#### ➤ Methodology of the intervention

- 1) How was the action carried out? How did it originate, from the bottom or from the top? What was the role of associations and in particular of women, of social partners etc.
- 2) Is the action part of a general political strategy or an isolated practice?
- 3) Realisation of protocols of intent, committee of partnership, etc.
- 4) Presence of external consultants.
- 5) Level of realisation: partial or total.

#### ➤ Results

Objectives achieved in relation to the initial project:

above expectations

below expectations

What difficulties emerged?

What effects were produced?

Has administration practice been innovated?

Have the processes of social cohesion been encouraged? In what way?

Have the opportunities of relationships been improved?

Have the processes of integration of immigrants and other groups at risk of exclusion been encouraged?

Has the ability of self-organisation been encouraged?

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<sup>28</sup> If a City Time Plan is being described, please use more than one schedule, one general and another for thematic areas



Has the security and the viability of the town improved?

Did it produce an effect on the *empowerment* of women?

### **Notice**

The Good Practice sheet must be very descriptive and detailed.

If possible, collect materials concerning the Good Practice (in relation to the procedure, to the information campaign, etc.).

### **Sheet for the description of the legislative situation**

Please outline the principle references in the National Legislation (or interesting cases at a local/regional level) in relation to:

- Regulation of timetables of city services (city time plans, time policies in general).
- Innovative legislation in thematic areas (for instance: trade, transport, care for children and elderly people, etc.)
- Working time and forms of conciliation.
- Parental leave benefits (and other forms of benefit).

## **ATTACHMENT 2**

### **Monitoring Report.**

#### **Time Policies BEST PRACTICE in Italy, France, Spain, Germany**